DOCUMENT RESUME

ED 142 106 HE 009 078

TITLE	British Universities and Polytechnics and Overseas Development.
INSTITUTION	Inter-University Council for Higher Education Overseas, London (England).
PUB DATE	Jan 77
NOTE	59p.
AVAILABLE FROM	Inter-University Council for Higher Education Overseas, 90-91 Tottenham Court Road, London W1P 0DT (40 pence)
EDRS PRICE	MF-$0.83 HC-$3.50 Plus Postage.
DESCRIPTORS	Administrative Policy; *Developing Nations; *Foreign Countries; Foreign Students; *International Educational Exchange; *International Programs; Needs Assessment; Organization; Policy Formation; Staff Improvement; Student Exchange Programs; Teacher Exchange Programs; *Universities
IDENTIFIERS	*Great Britain

ABSTRACT

The working group whose study is reported was set up by the Inter-University Council in May 1975 with three major objectives: (1) to consider the capacity and willingness of British universities and polytechnic institutes to contribute in various ways to the solution of problems in developing countries, including the education, training, and academic refreshment in Britain of students and staff, the release of British staff for short- or long-term service abroad, and the study of development problems; (2) to examine the factors affecting this contribution; and (3) to make recommendations. Considered in the report are: current policy issues, assessment of continuing needs, policy proposals, operational elements and methods, foreign students, links and staff training, movement of British staff overseas, research and development studies, and organizational issues. (Author/MSE)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

BRITISH UNIVERSITIES AND POLYTECHNICS AND OVERSEAS DEVELOPMENT

REPORT OF A WORKING GROUP CHAIRED BY SIR MICHAEL SWANN FRS

LONDON
JANUARY 1977

British Universities and Polytechnics and Overseas Development

ERRATA

Paragraph		
2.26	line 2	after 'education' insert comma
2.27	line 1	for 'the views' read 'these views'
2.29	line 4	for 'overall' read 'various'
3.25	line 2	after 'interests' insert comma
4.18	line 5	after 'level' insert comma
4.22	line 2	for 'even wholly true' read 'ever wholly true'
	line 6	for 'and deliberately' read 'are deliberately'
5.5	line 5	for 'made for these activities' read 'made to us about the need for a less confusing pattern of external support for these activities.'
8.13	line 1	for 'visists' read 'visits'
8.20	last line	for 'priority' read 'quality'
8.23	line 3	delete comma
9.1	line 3	for 'work' read 'word'
10.1	line 3	for 'Britian' read Britain'
10.26	last line	after 'organised' add '(See Appendix III)'
10.27	line 2	after 'British Council' insert comma
10.30	line 4	for 'then' read 'than'
10.48	last line	delete comma
10.51	line 2	for 'set' read 'met'

British Universities and Polytechnics and Overseas Development

London; Inter-University Council for Higher Education Overseas: 1977

This report has been presented to,
and is published by:
INTER-UNIVERSITY COUNCIL FOR
HIGHER EDUCATION OVERSEAS
90/91 Tottenham Court Road
London W1P 0DT

Telephone: (01)-580-6572
Telegrams: INTERUNIV LONDON, W1P 0DT

Additional copies available from
the above address - Price 40p

Printed by:
Direct Design (Bournemouth) Ltd. Butts Pond Industrial Estate, Sturminster Newton, Dorset. DT10 1AZ

REPORT OF THE WORKING GROUP ON BRITISH UNIVERSITIES AND POLYTECHNICS AND OVERSEAS DEVELOPMENT

CONTENTS

Chapter		Paragraphs
I	INTRODUCTION	1.1 — 1.7
	PART I — POLICIES	
II	THE CURRENT POLICY ISSUES	
	The changing position of the British Government	2.7 — 2.23
	The changing attitudes of universities and polytechnics	2.24 — 2.28
	International agencies and foundations	2.29 — 2.31
III	ASSESSMENT OF CONTINUING NEEDS	
	The past	3.2 — 3.8
	The continuing need	3.9 — 3.13
	Procedural needs	3.14 — 3.15
	Paid educational services	3.16 — 3.18
	British university needs	3.19 — 3.25
IV	POLICY CONCLUSIONS AND PROPOSALS	4.1 — 4.24
	PART II — OPERATIONS	
V	OPERATIONAL ELEMENTS AND METHODS	
	Principal operational activities	5.1
	Ways and means	5.2 — 5.5
	Developmental criteria for external support	5.6 — 5.9
VI	OVERSEAS STUDENTS	6.1 — 6.11
VII	LINKS, STAFF TRAINING, SPECIAL COURSES AND CONFERENCES	
	Links	7.2 — 7.3
	Training through special courses	7.4 — 7.7
	Local staff development	7.8 — 7.11
	Other training in the UK	7.12
	Academic conferences	7.13
VIII	MOVEMENT OF BRITISH STAFF OVERSEAS	
	Staff under contract with overseas institutions	8.2 — 8.9
	Unsponsored visitors and appointees	8.10 — 8.11
	Sponsored short-term visits	8.12 — 8.16
	Special schemes	8.17 — 8.23
	Home-based post scheme	8.18 — 8.20
	The Technical Assistance lectureship scheme in medicine	8.21 — 8.23

IX RESEARCH AND DEVELOPMENT STUDIES

Development studies	9.3 — 9.10
Long-term questions	9.11 — 9.13
Collaboration in research and a new initiative	9.14 — 9.21

PART III — ORGANISATION

X ORGANISATIONAL ISSUES

The organisational principle	10.1 — 10.3
Bodies without direct UK Government financial support	10.4 — 10.5
International and overseas bodies	10.6 — 10.8
Exchequer financed British bodies, including Government departments	10.9 — 10.14
The sense of confusion	10.15 — 10.16
Organisational arrangements within British universities	10.17 — 10.21
The British Council, IUC and ODM	10.22 — 10.33
Recommendations for a strengthened IUC	10.34 — 10.40
Implications and possible objections	10.41 — 10.46
Pre-conditions for alternative solution	10.47 — 10.51
Concluding observations	10.52 — 10.54

APPENDICES

Appendix I List of members and observers

Appendix II Letter of the 10 June 1975 from the Chairman to the British universities and polytechnics

Appendix III The British Council and the Inter-University Council for Higher Education Overseas: summary of objects and structure.

Appendix IV Abbreviations

I INTRODUCTION

1.1 The Working Group was set up by the Inter-University Council for Higher Education Overseas (IUC) in May 1975 with the following terms of reference:-

(a) To consider the capacity and willingness of British universities and polytechnics to contribute in various ways to the solution of problems of developing countries, including

(i) the education, training and academic refreshment in Britain of students and staff;

(ii) the release of staff for service abroad for short or long periods;

(iii) the study of development problems.

(b) To examine the factors affecting this contribution and the ways and means by which it might become more effective in the changed circumstances of Britain and the world.

(c) To make recommendations.

1.2 The establishment of the Working Group came about as a result of the changing climate, in Britain and in developing countries overseas, in which the various activities of the British universities and polytechnics in support of overseas development are being carried on. The desirability of undertaking such a re-examination was particularly highlighted at an important conference of British universities and interested organisations convened by the Overseas Service Committee of the University of Reading in July 1974. Discussions both during and after that conference brought out clearly the fact that some anxiety over a possible reduction in the capability of British universities and polytechnics to contribute to overseas development in the present changing circumstances was felt by the universities and polytechnics themselves, by the relevant British Government departments and by many organisations concerned with encouraging the application of British higher education resources in the interests of the developing countries.

1.3 It appeared to be the general wish of all concerned that the IUC, as probably the most centrally situated of the several bodies in touch with both the Government and the universities and polytechnics in this broad field of activity, should take responsibility for creating and servicing an independent working group which could look at the various aspects of the question and produce a report which might include recommendations directed to any of the bodies concerned. In order to command confidence both in its capacity and its objectivity, the Working Group felt that it had to establish from the outset not only its independence from the IUC and other interested bodies but that all its members would serve in a personal and not a representative capacity. Moreover it was agreed that serving staff of Government departments and of other bodies concerned should, while participating in the deliberations of the Working Group, make their contributions as observers rather than members. The list of members and observers is set out in Appendix I.

1.4 The members of the Working Group, apart from our independent Chairman, are all academics and our recommendations, as a Working Group, are solely the responsibility of those members of the Group as individuals. Although the official observers have been most helpful throughout our discussions, they are in no way responsible for the structure or contents of the report and no agreement either on their part or on the part of their various employing bodies to the recommendations of the Working Group should be inferred from their participation in our work.

1.5 At our first meeting we felt it essential to canvass the views of individual institutions of higher education in Britain. The Chairman therefore wrote to all British universities and polytechnics (see letter at Appendix II) in June 1975 seeking the benefit of their views on our task generally and on various particular questions which seemed to be implicit in it. Replies were received from 72 institutions, together with a further 25 contributions from individuals and other organisations concerned. These have proved invaluable to us in identifying more precisely the issues which the universities and polytechnics themselves consider to be particularly important.

1.6 With regard to the work of British universities, polytechnics and other institutions of higher education, we took into account

(a) their own self-generated activities in teaching and research in — or based upon — the UK;

(b) their contributions to the provision of staffing and other support and co-operative services for corresponding institutions in developing countries and the establishment of academic links with them;

(c) their role as resource centres of expert knowledge and skill able and willing to be drawn upon by outside bodies including governments, international agencies and foundations anxious to [illegible] in the solution of development problems.

1.7 The structure of our report separates what we identify as the three main and somewhat distinct ingredients of our task. Part I — Policies — examines the general situation and the underlying policy problems. Part II — Operations — deals with the different ways in which British universities and polytechnics contribute effectively to developing country problems, while Part III — Organisation — considers the main organisational issues, particularly those affecting the work of the British Council and the Inter-University Council, which we felt needed attention.

PART I — POLICIES

II THE CURRENT POLICY ISSUES

2.1 Throughout their existence British universities and, more recently, the polytechnics and other British institutions of higher education, have acquired and cultivated a variety of international interests. The movement of university-level staff and students between countries has established international bonds through shared objectives and experiences which are largely independent of inter-governmental relationships with their periodic perturbations. Scholarship, including that which forms the basis of sophisticated scientific, technological, professional and managerial techniques, is universal; and British scholarly institutions have always been — and still remain — deeply involved in the process of widening the international dimensions of scholarship and its essential concomitant, higher education and training on an international basis. Being, with other European countries, a pioneer in this field, continuing from the Middle Ages the earlier scholarship of the Classical, Oriental and Arab worlds, and having until recently been a vastly influential imperial power, Britian has, even to-day, a central and highly respected position in the world of international learning. This position is perhaps particularly firmly established in those developing countries of the world which use English as their primary language both of higher education and of international communication.

2.2 Until about twenty-five years ago, the relatively small amount of financial resources necessary to enable existing British universities and British scholars effectively to pursue, in its various aspects, a reasonable international dimension in their work was not difficult to find from one source or another, mostly private. In more recent years, however, the scale of activity throughout the world in higher education and scholarship has grown enormously; and ever-increasing proportions of national income in most countries, and particularly in Britain, have been concentrated in government hands. This, together with political changes, has not only brought governments deeply into the financing and planning of national higher education and the pursuit of scholarship, but has also involved them in the international dimensions of this work. The record of the Government and of the universities in Britain in the last twenty-five years in all these fields is a creditable one.

2.3 Now, however, Government policies in this area are changing. Much of the direct Government support for international cooperation at university level with the developing world is financed from the Aid Programme and the Government appears to be defining its policies in relation to the use of aid money in a way which would, at least, limit the resources it will make available to finance such co-operation. We are apprehensive that these changes, coming at a time of straitened national resources, may — even unintentionally — have adverse consequences upon the capacity, and hence the willingness, of British universities and polytechnics to contribute to overseas development and weaken the bonds which now unite them with sister institutions overseas, especially in the developing world.

2.4 The staff resources which the universities themselves have freely contributed to this end in the past will, we feel sure, continue to be forthcoming to the extent that finance permits. Non-governmental money, and that of international agencies, will also, we believe, continue, to some degree, to make their present valuable contribution; but these seem unlikely to expand sufficiently to compensate for any significant decline in the British governmental contribution. The governments of some rich, but still developing countries, (sometimes referred to as the oil rich countries — ORCs) may, for a time, be ready to buy, as market commodity, an increased amount of the services they wish to secure from British institutions of higher education, but growth in these areas is not a wholly satisfactory substitute for continued involvement elsewhere. (See Paid Educational Services (PES) 3.16 — 3.18).

2.5 We recognise that each partner in the cooperative process of conducting, through the use of British university and polytechnic staff and other resources, mutually valuable relationships with the developing world is now facing difficulty in sustaining these activities. **We believe that both British universities and the Government need to take a conscious decision whether to allow these relationships to atrophy or whether to take concerted action to sustain them in the face of the changing national and international climate. We hope they will do the latter.**

2.6 In the succeeding paragraphs we expand a little on these current difficulties under three headings —

(i) those arising from changing governmental positions at home,

(ii) those arising from changes occuring in the universities and polytechnics themselves,

(iii) those relating to the position of international bodies, aid agencies and foundations.

The Changing Position of the British Government

2.7 The universities of the free world, and to a lesser extent the polytechnics, have — and unquestionably must be allowed to retain — a substantial measure of autonomy over their own activities. Yet they are all predominantly dependent on their own governments for the provision of almost all money they need to carry out their activities. Governments, thoughout the world, appear ready to provide this money to the best of their ability on the basis of a clear understanding that institutional autonomy should be coupled at all times with a conscious concern to serve agreed national needs.

2.8 In the UK, public money in support of their operational expenditure comes to the universities and polytechnics in two broad streams; the main stream emanates from the Education Departments (or local education authorities) for their general educational purposes, which are always only very loosely defined. In the 1975/6 financial year, for example, recurrent grant to universities in Britain, together with local authorities' net recurrent expenditure on polytechnics in England and Wales, amounted to some £660m. The universities receive their share by means of block grants issued on the advice of the University Grants Committee (UGC) which lays down broad academic and student number planning targets only. The deteriorating economic climate and recent changes in British educational priorities, have brought hard times to universities and polytechnics. New developments of every sort in British universities are difficult to achieve; staff/student ratios are worsening and doubts are being expressed in many quarters about the feasibility of continuing the contribution that British universities and others now make in providing staffing, consultancy and other help to overseas institutions in developing countries and in undertaking work in co-operation with them.

2.9 The other UK stream of public funds — probably under 10 per cent of the whole — comes from other departmental votes or through functional agencies created by Government with the object of pursuing various specific Government-approved objects, some of which require for their achievement the harnessing of British university resources of skill and knowledge. These agencies include the various research councils, with which we are not here concerned. In the area with which we are concerned, that of the developing country relationships of British universities and polytechnics, the principal departments concerned are the Foreign and Commonwealth Office (FCO) and the Ministry of Overseas Development (ODM) with their associated bodies. FCO support, mainly channelled through the British Council (BC), has been reduced by cuts in the Information Vote. ODM policy is, over time, to reduce the area of direct support for university posts overseas although it continues to fund other forms of university-based technical co-operation where this is appropriate to its aid objectives. The Department of Trade is interested in the overseas work of British universities in relation to the export benefits which may result from it, but does not directly contribute funds to sustain such activities.

2.10 The ODM directly commissions specific work from British universities and their staff in the field of overseas development through research, technical co-operation and special courses, and currently provides

supplementary financial support under the British Expatriates Supplementation Scheme (BESS)* for some 650 selected British staff serving as staff members of overseas universities in developing countries. In addition it finances the three principal British non-governmental bodies concerned, the British Council — jointly with the FCO — the Commonwealth Scholarship Commission (CSC) whose secretariat is provided by the Association of Commonwealth Universities (ACU), and the Inter-University Council for Higher Education Overseas (IUC). These bodies are all legally independent, but this independence is inevitably constrained by the need, if they are to retain their present financial support, to operate within a policy and financial framework laid down by the Government. Notes on the comparative objects and structure of the IUC and the British Council in relation to overseas development are given in Appendix III.

2.11 These constraints operate differently in the case of each organisation. In one case (the CSC) the ODM lays down specifically the number and type of scholarships and fellowships tenable at British universities which can be awarded, but the nature of the scheme (which flows directly from Commonwealth Education Conferences and is statutory) is wider than the objectives of the Government's current aid policy (it includes, at FCO expense, awards to old Commonwealth countries). ODM's priorities as to recipient countries and disciplines are regarded but not strictly insisted upon. It is a scheme of merit awards for graduates of high ability who are expected to make a significant contribution to life in their own country on return from study abroad.

2.12 In the other cases (BC and IUC) current aid policy criteria are to a large extent insisted upon. These have changed significantly in the last year or two and now, as set out in the Government White Paper 'More help for the Poorest' (Cmd. 6270), involve concentration of ODM financed activities on the poorest sections of the poorest developing countries. There is a desire to move away from support for universities in relatively rich developing countries and to some extent from universities generally (2.19 — 2.20). There is also increased selectivity in such support for 'developmental' subject areas (5.6 — 5.8).

2.13 This movement of aid policy bears heavily on the work of the IUC, the British university managed body in this field whose sole objectives (see Appendix III) relate to the provision of assistance to higher education overseas and hence to the organisation, and partial support, of inter-university co-operation of one form or another between the British university system and that in specific developing countries. These are mainly former dependent territories in which the higher education structure was largely created through a partnership between the British Government and universities, through the IUC in its early days. Virtually all the IUC's funds (about £2.3 million in 1976/7) come from ODM. These have not, so far, been reduced but policy changes are giving rise to increasing ODM resistance to expenditure in certain countries and of certain types.

2.14 For example ODM is increasingly reluctant, in the richer developing countries like Malaysia and Singapore, to agree to IUC continuing to provide its present level of marginal financial and organisational support to inter-university co-operative activities which are both desired by the overseas institutions — with the full blessing of their governments — and are within the capacity and willingness of British universities to provide even in their present straitened circumstances. Similar difficulties arise in relation to IUC assistance to any of its associated overseas universities in the cultural or humanities subject areas (5.6 — 5.8).

2.15 The British Council has a wide range of functions including the development of closer cultural relations between the UK and other countries. Many of these do not involve the use of British university resources, or only do so to a minor extent and thus fall outside our remit — eg the immensely valuable work of the British Council in supporting the teaching of English as a second or foreign language. We see no reason to involve ourselves in considering either this specialist area of British Council activities or that in the

Note

*A Scheme under which the Ministry of Overseas Development, in agreement with the overseas government concerned, provides for British expatriate staff in certain posts in developing countries additional benefits over and above those available under the local terms and conditions of service applicable to the post. The benefits under the Scheme may include salary supplementation, appointment grant, gratuity, medical expenses, holiday visit passages and children's education allowances.

field of educational technology taken over when the Centre for Educational Development Overseas (CEDO) was amalgamated with the British Council in 1974.

2.16 For its overall activities the British Council has a substantial budget (some £62 million in 1976/7) and a world-wide network of staff (about 4,300). Agency expenditure, both for ODM and United Nations, accounts for about 38% of its total budget. Its 'core budget' (ie its basic running costs rather than its agency expenditure) in 1975/6, amounted to nearly £30m of which £15.5m was provided by the FCO and £12.3m by the ODM. Total ODM expenditure through the British Council in 1975/6 was some £30m. Agency services are, like IUC's activities, affected by current changes in aid policies, but the availability to the British Council of a separate income related to its cultural co-operation role enables some activities in support of the work of developing country universities, wherever situated, to continue in any subject notwithstanding changing aid policies. It does not, however, permit these activities to grow so as to compensate for any reductions in agency services brought about by new aid policies.

2.17 Of overall ODM, IUC, British Council and CSC expenditure on the various services provided by British institutions of higher education in support of overseas development, only a small proportion (mainly derived from student tuition fees paid by these bodies) accrues as general income to the British institutions concerned in relief of their own considerable domestic expenditure upon them (eg on the salaries of academic staff involved and general university overheads). Only in the PES context is there much chance of external income of this sort being generated by British insitutions. Conversely British universities and polytechnics do not themselves now make any budgetary — as opposed to other — contributions to the work of the IUC or BC (4.19).

2.18 For Nigeria, a promising new arrangement for providing IUC servcices to its expanding university system is being worked out by ODM and the Nigerian Government. Under this some services being provided by the IUC are likely to be expanded in response to increased Nigerian requirements, based on their own assessment of development priorities, but the additional costs will predominantly be met by Nigeria. **We would hope to see more such arrangements being made in appropriate situations elsewhere for a similar sharing of marginal costs between the British and overseas governments concerned. We cannot however expect many developing countries to be able to take over all such costs, nor would it be fair to ask them to do so, except perhaps in some of the oil-rich countries.**

2.19 In 1968 the Government's belief was expressed to the IUC by the then Minister of Overseas Development, Mr Prentice, that the promotion of higher education overseas and inter-university co-operation with developing countries '. . . forms one of the most important of all the strands in our overseas aid. It is one which I hope we shall be able to extend, bringing ingenuity and innovation to bear as well as deploying the long experience of British universities in helping develop university institutions of varying kinds in many parts of the world'. We hope that the spirit of this statement stands, even in to-day's changed circumstances.

2.20 We note however that in 1975 Mr Prentice, in the House of Commons debate on the present Government's aid policy said, as an illustration of the ODM's changing aid priorities, that 'In education we want to see a shift from helping universities to helping with vocational training and other aspects of education which are closer to the grass-roots' (Hansard 7th November 1975 Column 783). The White Paper (Cmd. 6270) was rather more encouraging when it was said that 'We shall therefore continue to support education at all levels and especially in the least developed countries. They too need access to universities and polytechnics' (Cmd. 6270 Chap V para II). Other Government spokesmen have continued to reaffirm the Government's concern for the maintenance of healthy inter-university level co-operation in teaching and research between British institutions and those in developing countries.*

***Note**

See, for example, the House of Lords Debate on Universities initiated by Lord Fulton on 31 March 1976 where Lord Donaldson of Kingsbridge said (Hansard Column 1091) 'The noble Lord, Lord Fulton, was very eloquent and convincing on his discussion of the relationship between the universities and the developing world . . . He expressed the hope that we should not lose the value of the relationships we already have because of changes in the future. I heartily agree with that. Tutelage and dependence must give way to co-operation between equals and this is not the easiest of transitions to make'.

2.21 Some university developments overseas have, we know, encountered justified criticism or led to disappointment. We would wish, however, to affirm, without in any way suggesting that the ways in which universities operate, particularly in developing countries, should not be constantly open to discussion and change, **that we regard good universities (a term which can cover a wide variety of institutions and of levels and types of work in developing countries) as of great long-term significance, both as beneficial forces and suppliers of essential high level manpower within their own communities and as affording an essential channel of constructive international contact.**

2.22 **We believe that in the field of international relations generally, insufficient regard tends to be paid by governments to-day to the value and effectiveness throughout society of direct contacts between groups of people sharing common interests in scholarly and professional activities which are conducted entirely outside the inter-governmental structure of relationships.**

2.23 Inter-university relationships by no means represent the whole of such a non-governmental network but they do provide the principal institutional focus of it. They have the additional advantage of directly and indirectly benefiting university student bodies concerned within which are almost certainly to be found a large proportion of future national leaders. **Such international contacts usually need from governments both goodwill and minor marginal help, but otherwise governments should sit well back and allow them to be developed and organised as far as possible by those concerned. The goodwill and the financial assistance from the governments concerned are nevertheless vital and we hope that the British Government will continue both, at least at present levels.**

Changing Attitudes of Universities and Polytechnics

2.24 Many influential university and polytechnic voices suggest that a much greater part than hitherto of the cost of providing services of all kinds in support of overseas development should in future be met from the Aid Programme or other outside funds as opposed to the institution's general income; or that, as a matter of internal university priorities, the international dimension of their work should be reduced or dropped altogether unless financed at full economic cost from non-university sources.

2.25 Similarly there are those in universities and elsewhere who regard it as wrong for British university staff to be asked by various agencies to make their academic expertise freely available, without any significant fee being paid to them, for a variety of overseas development purposes. International agencies and foundations are usually more generous to the experts and consultants they recruit to work, even for short periods, on their projects.

2.26 Others claim that both the desire and the willingness of British staff to involve themselves, whether in British or in overseas institutions of higher education in developing country problems is in a state of natural and inevitable decline. They point to the deteriorating quality of life in some respects undoubtedly being experienced by expatriate staff who undertake long stay assignments in some overseas developing countries; and to the greater career risks involved for such British staff to-day than their predecessors experienced some years ago. Finally, there is a declining stock of staff members in British universities who have had earlier working experience in developing countries and are happy for that reason to take such opportunities as come their way for serving these countries again in a new capacity.

2.27 Members of the Working Group have encountered all the views and have no doubt that current financial stringencies in Britain and high levels of personal taxation are substantially reinforcing them.

2.28 **While we do not wish, as a Working Group, to be regarded as endorsing these attitudes, we must recognise that they do result in British universities and polytechnics finding it increasingly difficult to negotiate the various internal hurdles which have to be cleared before key staff can be made available for assignments in developing countries which involve significant term-time absences. We do not believe, however, that these attitudes are too deepseated to be satisfactorily overcome to a large extent by good and thoughtful management of the various processes involved by all concerned in them. We are confident that, given a reasonable basis for doing so, both British institutions and staff will make as great a response to overseas needs as is called for from them.**

International Agencies and Foundations

2.29 Many British university departments, and many more academic staff, have been supported financially and otherwise in various activities they have undertaken in relation to the developing world by UN specialised agencies (UN Development Programme, UNESCO, FAO, World Health Organisation and others) and other international bodies such as the World Bank, OECD and EEC; and by overall British and overseas foundations (Leverhulme Trust, Carnegie Corporation, Ford, Rockefeller and Nuffield Foundations and others). One of the most interesting new international developments is the establishment, in Tokyo, of the United Nations University. It operates essentially through a worldwide network of advanced study institutes devoted to research, postgraduate training and dissemination of knowledge, drawing largely on the work of existing university institutions in the process.

2.30 These international co-operative activities, and the general stimulus which they impart to British university activities in this field, have been — and continue to be — of outstanding importance to British universities; just as the existence of significant numbers of appropriately experienced and available staff in British universities upon whom to draw as staff members and consultants of study groups has been of great importance to the agencies and foundations concerned.

2.31 We cannot, in this report, try to describe or evaluate this large area of important activity in detail and must, therefore, content ourselves with a few general observations —

(a) If British universities show signs of becoming less effective as resource centres in this field for any reason, the interest of international agencies and foundations in entering into a partnership with them to pursue common objectives in relation to the developing world will be bound to decline. Conversely, if the universities can keep up their effectiveness in this field, these outside bodies seem likely to remain eager to use their services for research and consultancy assignments.

(b) International agencies and foundations are, to an even greater extent than bilateral agencies, inclined to be highly selective in their areas of interest whether selectivity is expressed in subject terms, by geographical region or by type of activity. They also tend to provide short-term support followed by withdrawal. The particular strength of foundations is that they can usually move into the innovatory field more rapidly and experimentally than governments or international agencies.

(c) The international bodies referred to in 2.29 show considerable variation in emphasis, both in respect of the projects and programmes they support and in their regional coverage. The current priorities of inter-governmental bodies, tend however, to be similar to those of individual donor governments in their emphasis on rural development, poverty, hunger, and the development of natural resources. The fact that institution building in higher education no longer carries the priority it did does not worry us, but we fear that the necessary continuing but non-specific support for existing university institutions in developing countries is being neglected to an extent which may jeopardise their usefulness to outside bodies wishing to use them as a local base for their programme activities in specific areas.

(d) **We believe that in general all international bodies interested in problems of development would be ready to make greater use of British university departments and staff if their capacity remains unimpaired and if improved organisational arrangements for establishing and monitoring the necessary contacts and links could be initiated.**

III ASSESSMENT OF CONTINUING NEEDS

3.1 We now turn to examine rather more closely the continuing need for British institutions of higher education and research to maintain or enlarge their capacity to contribute to the understanding and solution of world development problems by research, teaching and other activities, whether these contributions are made within British institutions or through assistance to overseas institutions. This seems to us to be a necessary preliminary to any definitive consideration, whether by governments, by universities and polytechnics themselves, by international agencies or many others, of their attitude towards the provision of support, including financial support, for activities designed to meet such continuing needs as can be properly established. It is right to begin with some reference to the direct contributions by British universities in the past, especially in the past 30 years.

The Past

3.2 Few of the subjects or problems studied in universities cannot be said to influence, in some way or other, development in a broad sense. Before 1946, work had been going on in British institutions for many decades — albeit on a small scale by present standards — in a number of fields which were directly relevant to poorer countries and to development problems. Tropical medicine, tropical agriculture, botany, forestry, entomology, mycology, engineering, mining, professional training in law and commerce are immediate applied examples, as well as work in political economy and other social sciences and historical, linguistic and cultural studies. A small but significant number of university scholars and administrators made personal contributions with the support of their universities to the study of the developing world and to formulation of British policy, particularly by the Colonial Office. A significant proportion of university students came from overseas, including many who are now leaders in independent countries, and most of the senior members of the British civil, foreign and colonial services were educated in British universities.

3.3 The organised collective involvement of British universities in the problems of world development, and the adoption by the British government of policies of aid to independent countries for economic and social development are post-war phenomena. After the war the Cononial Office embarked on a policy of development of universities and other institutions of higher education and research in virtually all the then dependencies. In 1946, at the invitation of the Colonial Office, the British universities brought into being the Inter-University Council for Higher Education Overseas (IUC) as their organisation to foster this advancement of higher education and to co-ordinate British help to the universities in the former dependencies. The development of institutions in these territories has been rapid. Where after the war there were two universities and one university college, there are now some 40 universities. It is a considerable feat, demanding great efforts from all concerned, to establish a new university as an active, living institution, setting itself high standards and able to adapt its original ideas and patterns in response to changing perceptions of need in its own country. The British universities made outstanding contributions to these developments. Part of the contribution was paid for officially; but much was given freely in the interests of 'the idea of a university'. The role of the British universities and the Inter-University Council has been described by a Jamaican scholar and administrator as 'partnership in scholarship':

> 'The Council with its distinguished membership of scholars did something new in higher education. Grants were dispensed on its advice, and staff recruited. It helped with planning long-term development of institutions and of curricula. That was only a part of the story. A well intentioned stranger could have done that much. The Council became much more than an agency. It became a means of communication between universities, between scholars. At first the flow was heavily from Britain. Soon however it became a two-way process, invigorating to the older universities, creative for the new ones; a process of communication conducted not in order to control, not in order to exercise authority nor to assert dominance, but to achieve understanding. A university search.' (Sir Philip Sherlock, Vice-Chancellor of the University of the West Indies 1963 - 69, in 'Overseas Universities' No. 17, April 1971).

3.4 In other parts of the world, in countries which have been longer independent, an important part in serving the needs of educational institutions at all levels, and in maintaining good relations with them, has been played in the past 40 years by the British Council, with the support of British academics. The British Council now operates in most parts of the world, including many of the former dependencies. Its involvement, in association with ODM, in the administration of educational aid projects in developing countries is of more recent origin and grew with the emergence of bilateral aid programmes in the post-colonial era.

3.5 The direct institutional links between British and overseas universities involve the provision of British university staff for various types and periods of service overseas and the reception in Britain of overseas university staff and students for periods of study or training. Outside these academic links, many of those who are now members of the academic and administrative staffs of British universities worked in developing countries throughout much of their earlier careers, often in posts with direct practical responsibility for work on development policies and programmes. (The same is true of many of the present staffs of schools, government departments and agencies, international organisations and commercial concerns dealing with overseas affairs).

3.6 In general, the past 30 years — especially the 1960s — gave exceptional opportunities for present members of British universities to work in developing countries and to gain practical experience of development problems, not only in former British dependencies but also in other countries of Asia, Africa and Latin America. The movements of many countries to independence, the efforts of governments to design and implement deliberate policies of economic and social development, the establishment of new institutions and the availability of resources all combined to create demands for highly educated people. Many of these demands were met by the employment of expatriates, financed by bilateral or multilateral aid, by foundations or by the governments of the countries concerned.

3.7 In the same period, the rapid expansion of British universities enabled them to supplement the experience of their existing staff by absorbing many people who had previously worked overseas — some in government service in one or two countries, others in a series of varied relatively short appointments.

3.8 In these past conditions, few special arrangements seemed necessary to ensure that some of the permanent staff of British universities were directly acquainted with some developing countries, in addition to the flow to universities of overseas visitors and overseas students. But these conditions have changed. The demand from overseas for expatriates in relatively long appointments in government service has inevitably declined or taken different forms. British bilateral aid priorities are moving away, as we have seen, from overseas universities, after the initial establishment of those which it helped to found. The rapid expansion of British universities has ceased.

The Continuing Need

3.9 From the British national standpoint, there are many benefits, both direct and indirect, which can arise from the participation in constructive and collaborative international activities, in research, teaching and consultancy by British universities and polytechnics and their staff. These benefits arise because the greater the high level contact in a university or scholarly environment between overseas students and staff and their counterparts in Britain, the more likely it is that throughout the lives of those concerned both broad human understanding of international issues affecting both countries and, at the other end of the spectrum, the possibilities of enhanced international trade, will permanently result. The past is eloquent in examples of such benefits. They accrue independently of inter-governmental relations, which can vary greatly from time to time, and belong to the vital substructure of international human understanding and commerce on which so much of world stability depends. **Nowhere, as Lord Ashby has recently reminded us* is this substructure more likely to be needed, as we approach the 21st Century, than in the relationships built**

*Lord Ashby of Brandon, Fawley Foundation Lecture 'A Second Look at Doom', University of Southampton 9th December 1975.

up between industrial nations such as Britain and those of the developing world wherein so many of the essential raw materials needed by advanced societies are to be found. Lord Ashby was in no doubt that British universities and polytechnics had a major and continuing part to play in establishing and developing further these relationships. We too regard it as a British national need that they should be positively encouraged to do so.

3.10 In carrying forward our consideration of the continuing need for the relevant capacity and skills of British universities and polytechnics to be applied to problems of overseas development, we have now to distinguish broadly between the need as seen

(i) by outside bodies (British and international agencies and departments, including ODM and overseas governments) which seek directly to secure the services of British universities, etc;

(ii) by university institutions in developing countries;

(iii) by the British universities, etc themselves and by their staff members.

3.11 The needs, as seen by outside bodies (under 3.10 (i) above) arise naturally from the functions for which those bodies are responsbile and from their policies at any given time. They include those 'identified needs' which come forward from overseas governments and others as specific requests for help through services of various kinds from British universities which the overseas authorities would like to be financed in whole or in part from British or multilateral aid. It also includes the needs of international organisations referred to in 2.30. We see no evidence of any decline in this area of expressed need from overseas, although the detailed nature and composition of the requests received is clearly and rightly changing as time goes on. We have, however, already noted that recent changes in emphasis of British aid policies may result in some reduction in the overall ODM response to some such requests. To the extent that his happens generally the outside demands upon British universities from aid agencies will decline. These outside agencies will however still want many services from British universities, e.g. in providing training, research, consultancies and experts.

3.12 **It seems clear therefore that the needs of aid agencies for British university services will decline only to the extent that their policies continue to move away from supporting the same level of services as hitherto from British universities. This movement might well however be compensated for by improved access by international bodies to those services which they still need and which British institutions can make available (see 2.31 (d)) — and by the seizing of opportunities in new markets overseas. The aggregate needs of the developing countries themselves — and of their own scholarly institutions — will however remain high, but with a continually changing composition, for many years ahead.**

3.13 The overseas universities' own needs, and their requests for various British university services form part of the overall developing countries' needs referred to in 3.12. The aggregate need will, we have suggested, remain high and may even grow with the inevitable expansion of higher education in many richer developing countries, although its composition or emphasis will no doubt continually change. Particular university needs are often met — and will, we hope and expect, continue to be met — by the direct commissioning of British university research, consultative and other services by ODM itself. For this to happen, however, the overseas government would normally need to endorse a locally initiated request and pass it to the UK Government. This is a process which in itself may be uncertain if the request is one necessarily originating from an overseas institution of higher education and research which must compete with government departments in the country concerned for a limited aid budget available from ODM. This type of overseas university request may thus fluctuate with overseas government attitudes. Most overseas university requests will however — and indeed should — continue to flow directly from the overseas university to the IUC, CSC or British Council, or to individual British institutions without having to pass through government channels. Whatever the source of finance, requests for the services of staff of British universities for long-term service in overseas university posts are unlikely to be met on the same scale as in the past except perhaps in a few countries, e.g. Nigeria; but we look towards the further development and possibly the expansion of the various other forms of co-operation (See Part II).

Procedural Needs

3.14 **Inter-university co-operative activities between British and developing country institutions, of value to both communities, are best initiated by direct discussions between the relevant scholars and followed through essentially as a joint effort. Such activities need delicate nurturing and where identification, programming and the provision of any outside finance is required, intermediary functions are best handled by people who are specially skilled and experienced in the administration of this particular form of international activity.** The skill lies mainly in ensuring that a full measure of participation, both academic and financial, by both the university institutions concerned is built in and acheived, so as both to avoid any damaging accusations of academic patronage and help to secure the maximum amount of mutual academic benefit without which such collaboration collapses. This requires direct contact with both parties and a willingness to move into the background as soon as possible.

3.15 To flourish, such collaborative activities usually need some outside financial lubrication. This process must, however, be subordinate to the design and maintenance of the collaboration itself and should not be the controlling factor, as it so often tends to be if the required administrative processes involve too many different agencies, departments or individuals. Once the necessary framework has been established, responsibility in this field must be delegated and those given such responsibility must be trusted right up to the point where they have demonstrated that this trust was misplaced.

Paid Educational Services (PES)

3.16 Reference has already been made to the fact that there has recently emerged a substantially new form of overseas need for British university and polytechnic services. It arises from the newly rich countries (from oil and other raw material sales) of the developing world whose governments, as a major decision of policy, have determined upon a rapid growth in higher education for their nationals both at home and overseas, e.g. in Britain. The governments concerned have the means to pay the full economic cost for the educational services they require. **We fully endorse the many important national reasons why Britain, whose capacity and quality in the higher education field is so highly respected in such countries, should seek to involve itself in this work.** It must be recognised, however, that this activity is usually commercially competitive and any contracts made often require performance guarantees which British universities often find it difficult to give. They cannot, for example, be expected to lend staff or admit overseas students to order or to graduate those they agree to admit. Moreover, PES need to be very sensitively managed in cases where the academic services of British universities to other universities are to be offered in association with bids for construction, equipment, recruitment and training contracts entered into by others. Ideally the aim should be for academic collaboration between British and overseas universities to exist alongside and reinforce separate contractual relationships between the latter and British firms and institutions of various sorts. This is not easy to achieve and requires above all a deep understanding of universities and the special ways in which they operate. We do not believe that this ideal has yet been achieved.

3.17 Many such contract opportunities are being successfully pursued through non-official channels including private consultancies and British universities and polytechnics acting individually. Official support for such efforts is clearly desirable and is being provided. HM Government, we understand, has given the British Council the central role of organising the response, on the academic side, to opportunities which may bring commercial benefit to Britain's economy as well as developmental benefit to the overseas country. At the same time, the IUC and the Technical Education and Training Organisation for Overseas Countries (TETOC) pursue wherever possible such opportunities as come their way. Although the higher education systems of some other developed countries, eg, the USA, have been longer accustomed to entrepreneurial activity overseas, on a commercial or semi-commercial basis, the development of Britain's capacity to participate in satisfying needs of this kind has been so far relatively encouraging. A considerable and increasing number of universities and polytechnics are now engaged in a variety of collaborative projects, covering a wide range of disciplines, in Africa, the Middle East and Venezuela. The British Council's role in providing an intelligence and communications network is clearly vital.

3.18 The Department of Trade, HM Government generally and individual British institutions are naturally much concerned to expand this potentially valuable export trade. We fully endorse this objective

and would only add an expression of hope that the institutions concerned should not be tempted because of financial rewards to devote such a proportion of their available resources and energies to this purpose, that their capacity to help institutions in other developing countries is reduced.

British University Needs

3.19 The internal need for the development of the relevant university capacity and skills as seen by the British universities themselves and their academic staff (3.10 (iii)) is of a different nature from those mentioned above as emanating from outside agencies, although it also arises from the main functions for which the bodies concerned — in this case the British universities — are responsible. Until recently it was not important to try to identify these needs explictly and separately, because they appeared to be largely met by arrangements and activities primarily designed to respond to external needs and requests (especially from aid agencies). Such initiatives as the universities wished to take other than in response to these requests could be taken by the universities themselves in the process of rapid expansion. In the main, the three sets of needs seemed to coincide. But this has changed: it can no longer be assumed that the needs as seen by British universities and other institutions in this context can be met within the immediate framework of response to external requests for collaboration and for services. We must therefore endeavour to identify university needs specifically.

3.20 Universities must concern themselves with the world; with its peoples and cultures and with the exploration of its universal and particular problems. A university, particularly but by no means exclusively one in a developing country, must also concern itself deeply with its own community and nation which supports it financially, through its government, and provides the framework in which it is able to operate. All countries look to their university systems

(i) to educate and train a good part of their academically able members for the future service of the community in one capacity or another;

(ii) to undertake research in various areas of special knowledge and to study the difficult problems, internal and external, which their countries face to-day; and

(iii) to be ready with study and advice when asked to help on specific problems.

There is no conflict between a university's concern with world affairs and world knowledge and its domestic concern to serve its own country. Indeed the one reinforces and illuminates the other. A good university must be prepared and able to address itself both to domestic and to external affairs in all its academic activities — the teaching of students, the advance of knowledge and its staff involvement in consultancy and advisory work of all types. It must also keep in touch with other universities with which it shares sufficient common interests for the two to be able readily to communicate with each other on matters of scholarship. Within such a spectrum of interests, some degree of interest in the advance of knowledge of the rest of the world and understanding of world development problems and in related education of British and overseas students, must be among the basic objectives of the British university. We found no British university in any doubt about this.

3.21 **It is our considered view that, for the rest of this century and beyond, British universities must continue to be able to serve the following objectives:-**

(i) **to provide education which develops informed awareness of the world, including the poorest countries, and of the people in it, as one of the essential elements in British education at all levels including informal education of the public;**

(ii) **to work on research and development of which one of the essential aims is to advance knowledge in the directions which have long term relevance to the problems of the world, including those of the poorest countries and people;**

(iii) **to work collaboratively, and with benefit to all concerned, with institutions of higher education and research in developing countries.**

3.22 These objectives need to be adhered to over a long period. Most of the students and many of the staff now in universities will be in active life well into the 21st Century. The needs, as individual universities see them, the priority and interpretation which they give to these objectives and the methods they employ to pursue them are, of course, matters for their own decision.

3.23 **The Working Group is wholly satisfied that a continuing need exists, from every standpoint, for the British universities to maintain, to adapt and develop, as opportunity offers, their international interests and activities. We cannot therefore view with other than great apprehension the possibility that the continuing need may not, in practice, be able to be satisfied.**

(a) **because of shortage of university general income**

(b) **because changing priorities in the application of Britain's overseas aid programme may remove some of the present level of direct ODM support or restrict its scope**

(c) **because the staff of British universities, etc. either in their individual or corporate capacities may be unwilling in future to develop or continue these interests themselves or make it possible for their colleagues to do so.**

3.24 **We urge those concerned, in British Government agencies, universities, polytechnics and other bodies to heed this danger. Once recognised, the necessary corrective action should not, we believe, be difficult nor involve additional cost.**

3.25 We consider these issues further in the context of the particular operational activities of universities, etc which go to make up the totality of their international interests in Part II of this report, in which consideration is also given to the adaptations and changes that may be thought desirable in the nature of these activities and the way they are carried out if their vitality and value in meeting the continuing needs is to be retained and enhanced over the years ahead. Even at this point, however, one conclusion on this issue is inescapable. **The way in which relevant British university and polytechnic activities are devised, approved, carried out and evaluated and the way in which the financial contributions of the different participants to the process are mutually agreed and balanced, form a vital element in the success or failure of any collaborative international efforts in this field; and that such collaborative efforts normally provide the best way of meeting the variety of continuing needs described above.**

IV POLICY CONCLUSIONS AND PROPOSALS

4.1 It may be convenient at this point to draw together and develop in various ways the main policy proposals and conclusions to which our discussions and the considerations set out in the previous two chapters have been leading us, before proceeding to Part II of the Report dealing with the particular ways in which British universities, etc. involve themselves in developing country problems.

4.2 The universities of the United Kingdom have made, and are making, an important contribution to overseas development problems, through work carried out in the British universities, through co-operation with institutions abroad and through movement of staff between them. We are satisfied that, from every angle, there is a continuing need for such a contribution (3.23).

4.3 We believe that British universities generally, and adequate numbers of university staff in particular, are both willing and indeed anxious to be able to continue to undertake such a contribution, provided that a reasonable basis for them to do so exists (2.28).

4.4 We are satsified that inter-institutional activities between British and overseas bodies of higher education and research, when sensitively and co-operatively carried out, are of considerable value to institutions abroad and are both warmly welcomed and widely sought by them. (3.13) They are important also to the academic health of British universities, which need to maintain their knowledge and appreciation of global as well as regional and national problems. They are also important for the long term future of British relationships generally with the developing world, with whom an effective understanding will be of increasing political and economic significance in the years ahead (2.21 2.22 & 3.9).

4.5 British institutions of higher education and research gain immeasurably from their links with overseas institutions and the continuing movements of staff and students between Britain and developing countries. These close relationships and associated activities keep alive and informed a breadth of view and a depth of understanding which are necessary for the whole academic climate of the United Kingdom (3.21).

4.6 There is a real anxiety in many quarters that the ability to maintain these relationships, and the understanding which depends on them, may now be in jeopardy. The danger stems from a combination of the changes that are now taking place within British academic institutions themselves, which are tending to develop more inward looking tendencies; from possible side effects of developments in HM Government's international policies and in particular its aid priorities; and finally from changes in conditions overseas which adversely affect the quality of life for British academic staff serving overseas, and from widespread financial stringency (2.3 2.12 & 2.26).

4.7 The Working Group shares this anxiety. We accept that present activities and arrangements must be adapted and new measures introduced to respond to changing conditions, but we fear that the present situation may lead to a rapid decline in the personal knowledge and real understanding of the world and its development problems which now exist in British institutions. Furthermore the sudden breaking of long-established traditional links can be extremely damaging and this can be of consequence far beyond the academic world (3.23 & 3.24).

4.8 From the evidence we have received, it has become clear that the British universities, as a consequence of current financial restrictions, are having difficulty in maintaining, let alone extending, their contribution to these international activities, some of which tend to be among the first activities to suffer in periods of retrenchment, when inward-looking tendencies become magnified. We believe, however, that universities should strongly resist all tendencies to retreat from this involvement without giving careful thought to the consequences for themselves and others (2.24 — 2.28).

4.9 The British Government's Overseas Aid Programme, adminstered by the Ministry of Overseas Development, has in recent years most effectively provided the vital domestic source of support from public funds which is often necessary to supplement the basic contribution which can be made by the British

universities and by the overseas institutions and their governments in developing countries. The Aid Programme has so far made it possible for many problems of overseas development to be tackled successfully, and in many cases collaboratively with suitable overseas institutions, which could not have been tackled otherwise. The Government's interest in seeing that his work does not wither away is wider than that of the Ministry of Overseas Development alone and embraces also the responsibilities of the Foreign and Commonwealth Office, the Department of Trade and the Education Departments (2.5 2.9 & 3.18).

4.10 Recent aid policy decisions by the Ministry of Overseas Development on changing objectives and priorities in the Aid Programme, are tending to have the effect of restricting the aid money available for university activities, particularly in certain geographical and disciplinary areas. Withdrawal of this essential lubrication will, unless replaced by other equally effective sources of finance, jeopardise the whole system of scholarly relationships, whether considered academically or in terms of their wider implications with many key developing countries notwithstanding the desire and willingness of the institutions concerned to continue their own major contributions to these relationships (2.10 — 2.23).

4.11 We believe that the general importance in its own right of co-operation between British and developing country institutions in any field of scholarship and the need for the continued interest and involvement of British universities and polytechnics, as and when this is sought, both in problems of development and in the whole process of education and training, in selected fields, of high quality people from developing countries, must be recognised by all concerned; and that this recognition requires, as a conscious act of policy, the continued support of all the universities and governments concerned, including HM Government as a whole. If this support is forthcoming, other complementary support, eg from international bodies and private foundations, for the work in this field of British universities, etc, will also be encouraged (3.23 3.24 2.29 — 2.31).

4.12 The financial involvement of developing country governments — other than the developing countries relatively rich in natural resources — in this process, is likely for some time to come to be predominantly through the budgets of their own university institutions and the provision of scholarships for overseas training. They are not, we fear, likely to be ready for some years to assign much priority, even as they get richer, to taking over the whole of the support of inter-university co-operative activities hitherto borne by Britain. They will wish, however, to see them continue, and we believe strongly that they should continue and that marginal costs, i.e. those which cannot reasonably be covered by the institutions concerned, should gradually be shared (2.18).

4.13 At present the central domestic organisational arrangements necessary to make the most effective use of the resources and goodwill of the British institutions concerned rest predominantly upon British independent, but government supported, agencies — the IUC, the British Council and the CSC. We see every reason for the financial support of these bodies to continue for the present to be derived largely from British public funds.

4.14 We do not, however, think that in aggregate, additional financial resources, in real terms, should be necessary from the Exchequer to serve both aid purposes and co-operation objectives adequately for the future (2.23 3.15 & 3.24).

4.15 In due course — but not for many years ahead — it may prove possible for inter-university collaborative relationships with developing countries to be left entirely to the universities concerned, with only incidental support from a variety of miscellaneous sources including foundations, international bodies and governments interested in specific projects and programmes. This situation applies to-day to a large extent to co-operation between university institutions in developed countries, and both the British Council and such wholly non-governmental bodies as the Association of Commonwealth Universities and a variety of international, cultural and scientific bodies deploy their resources to fill gaps or to make existing collaboration more effective. It will, however, take some considerable time for this to become universal since it depends on attitudes of mind in the present developing countries as well as a sufficiency of resources, both financial and human. In the meantime the present cost-sharing pattern should remain, with overseas governments perhaps gradually taking wherever possible a share of the cost (2.18).

4.16 We believe that an effective network of relationships among universities and other institutions of research or education requires the maximum of governmental encouragement, but the minimum of day to day governmental control, even where government money is involved. Close government involvement in such operations impairs the chances of achieving that most valuable relationship between people of distinction and authority in different countries on a stable and continuous basis largely insulated from the ebbs and flows of political relations between governments (3.14 & 3.15).

4.17 We also believe that the quality and effectiveness of inter-relationships between people of like interests in different institutions depend very largely on the methods adopted to bring them about and on the applicaltion of any necessary outside financial support. The maximum of direct contact, the minimum of outside involvement from any quarter and the use of administrative staff skilled and experienced in this sensitive and specialised field is essential (3.14 & 3.25).

4.18 We would hope that if HM Government in general, and the ODM in particular, were ready — as they have often been in the past — to take a broad rather than a narrow view of their responsibilities for overseas development, the ODM might find it possible, notwithstanding its current aid policies and priorities, to continue itself to provide the necessary financial support for British university co-operative activities in the field of overseas development, at least at its present aggregate level without itself wishing to control or to apply strict development criteria in the manpower, economic or political field to every element in the process. Such an arrangement would be greatly facilitated if greater delegation of authority, within an appropriate agreed framework, was given to the agencies concerned to deploy, at their own discretion as responsible and knowledgeable bodies, the overall resources available for the various purposes. The dangers of abuse of such authority are negligible since the scarcest resource of all is not money but available university staff (3.15).

4.19 An annual financial contribution from British universities, as well as the Government, towards the budget of the relevant British agency or agencies would greatly help to achieve a proper balance between university and government control over the nature and extent of the British universities' involvement in helping to solve the problems of developing countries, in collaboration wherever possible with their own institutions. It would also enable a few experimental new initiatives in this field to be taken by the recipient body. We recognise the difficulty of this suggestion in times of financial stringency but we are thinking, for example, in terms of, perhaps, £5,000 p.a. — or £1 per student — for an average sized institution. This represents merely one part in nearly 2,000 of its income. **We hope that such a contribution will be seriously considered by the British institutions concerned.**

4.20 We recognise that, as regards British university staff, the increasingly disturbed conditions of work overseas and the substantial burden of preparation required before new work can start overseas, even within established links between institutions, are considerable deterrents to continued, as well as increased, activity. We believe, however, that the personal enthusiasm of many young academics and other able British graduates, for many aspects of work overseas, and their willingness to let the direction of their studies be influenced properly by an awareness of world development problems, is as strong as ever; but the difficulty of finding immediate opportunities and, in any case, the small and uncertain prospects of long run career advantages divert too many of them into other directions at an early stage of decision. We would like to see more opportunities opening out and we suggest that there should be recognised career advantage to be gained through the successful performance of such work (2.24 — 2.28).

4.21 The Working Group believes that each university and polytechnic should new review its own position and its strategy for future development in the light of this report. It should pay particular attention to the long-term objectives set out in paragraph 3.21 and work out its own course in accordance with its own priorities and interpretation of them. The initiative rests with the academic institutions. They have to decide the nature of the capacity and activities to be maintained or created. The benefits from overseas interests can no longer be expected to arise incidentally in the process of response to external requests: they must be deliberately planned within each institution's development plans. Later in this report we make suggestions about particular measures which might be taken individually and collectively by British universities and polytechnics and might be considered in such internal reviews (3.19 — 3.25 5.1 6.3 6.9 6.10 8.9 8.11 8.12 8.19 8.20 9.8 & 9.20).

4.22 The context and spirit of relationships between British scholarly institutions and institutions overseas are in most cases no longer solely those of aid —even if this were even wholly true. They are, or must become, those of genuine co-operation. This is often said, but it is extremely difficult to observe continuously in practice. 'Collaboration in scholarship among equals' may be a useful summary of the underlying principle, crucially important at the personal level, provided that the institutional arrangements for collaboration and deliberately designed to counterbalance the inescapable inequalities in resources and other differences (2.3).

4.23 After 30 years of direct participation by British universities in the creation and development of new universities overseas, the future lies in developing co-operation between established institutions each growing in its own soil but cross-fertilising others, learning from them and strengthening each other where strength is needed (2.22 & 2.23).

4.24 The current opportunities which exist, particularly in the relatively rich developing countries, for the commercial sale of British educational services from British universities to overseas governments and institutions must clearly be seized in the British national interest, both for their direct and indirect commercial benefits, and for the academic and political advantages they bring. We see, in the case of the wealthier but still developing countries, the emergence of repayment services in education and research as the natural progression from an aid relationship just as, in respect of poorer developing countries the direction of change will be more from aid supported collaboration between university level institutions to direct co-operation; but with some continued British financial support as well as increased support from the overseas end. We would expect, however, that the sudden accession of great wealth which has characterised certain developing countries and which justifies a rapid, almost instant, transition from aid to contracts at full cost for services provided to them, is not likely to occur in many other developing countries although they may well grow richer. We would hope that a careful and not too hasty a retreat from the use of Government funds to facilitate the overlapping processes of aid and inter-institutional co-operation will be adopted in the case of developing countries growing slowly richer (as in Nigeria) and that overall the UK Government funds available to support both aid and co-operative activities in British universities will not be reduced in real terms (2.18 & 3.16 — 3.18).

PART II — OPERATIONS

V OPERATIONAL ELEMENTS AND METHODS

Principal Operational Activities

5.1 The principal ways in which British institutions of higher education and research can co-operate with the developing world and involve themselves in problems of development are:-

(i) Acceptance of overseas students (undergraduates and postgraduates) from developing countries into standard courses in the British institution.

(ii) The provision in Britain of courses specially designed for members of staff on secondment from various institutions, either wholly from developing countries or from both home and overseas (eg. post-experience courses for overseas government officers in development management, social administration, etc, vocational courses for librarians, university technicians).

(iii) Acceptance by British universities of visiting academic or administrative staff of overseas universities to take part in teaching or administration, to join research, to advise, to examine or to take specialised training.

(iv) Through the development of formal departmental links with corresponding and willing departments overseas to achieve collaborative efforts in a particular subject area and involving, within the link, some or all of the particular activities set out above and below.

(v) The release by a British university, for short or long periods overseas, of members of its academic and administrative staff to university institutions in developing countries, for teaching or consultancy purposes similar to those in (iii), or to technical co-operation assignments with overseas governments, international development agencies, etc.

(vi) By research in any discipline including, but not confined to, specific projects concerned with development or developing countries.

(vii) By the creation of a school, institute or department wholly devoted to development studies.

(viii) Through service by vice-chancellors and other staff members on British governmental and other committees, councils and advisory bodies in this field.

(ix) Through services of individual members of university staff as consultants or advisors in professional fields.

(x) By participation in academic and other conferences and seminars overseas and by undertaking group visits overseas to teach particular courses.

(xi) Through agreement, on a formal contractual basis involving performance as well as payment guaran[illegible] with rich overseas developing countries seeking to buy British educational services of any of the above types at full cost.

(xii) Through the establishment of international co-operation units within individual universities.

Ways and Means

5.2 Some of these activities, eg. the acceptance of overseas students, come about in the ordinary course of university business. Others need some degree of outside financial assistance through one or other of the public or private channels referred to earlier.

5.3 In this connection it is important to mention the work of the Association of Commonwealth Universities (ACU) which, although wholly supported by subscriptions of member universities and without government subventions, provides and organises a range of essential inter-university contacts at top level throughout the Commonwealth and a priceless flow of information. Using funds supplied through the ODM, the ACU also provides the secretariat of the CSC (2.10 & 2.11), conducting all the day to day affairs of that Commission in its work of selecting and placing scholars and fellows coming to Britain under the Commonwealth Scholarship and Fellowship Plan (as well as nominating British candidates for Commonwealth Scholarships tenable in other Commonwealth countries). Under the Plan there are about 650 award holders from 50 countries in Britain at any one time, and the ACU and CSC are thus the instrument for regulating expenditure which in 1976 - 77 is estimated at £1.8 million. At the request of all Commonwealth countries the ACU draws up the annual report on the working of the Plan throughout the Commonwealth and carried out certain other tasks relating to the Plan in collaboration with the Commonwealth Secretariat. It administers jointly with the Commonwealth Fund for Technical Co-operation an academic exchange scheme which, independently of government agencies, promotes a wide range of practical contacts of developmental importance, between universities in the different developing countries of the Commonwealth.

5.4 British universities need to be aware of all these channels of possible outside assistance in the various activities they may wish to undertake in the international field and cannot finance from their own general funds. They and their academic staff rightly insist upon retaining the right ultimately to determine what they will or will not do in this field. Conversely no single provider of outside funds, except perhaps those seeking to buy British university services as a commercial proposition, can expect wholly to direct all the university activities for which, either directly or indirectly, they provide the outside support. Mutually acceptable arrangements must be worked out as between equal partners in a common and worthwhile purpose. In this context we would again draw attention to the procedural needs set out in 3.14 and 3.15.

5.5 Ways and means of securing outside help and support will necessarily be complex and thus confusing to many. Central facilitating bodies such as the IUC and ACU exist to help but not to control activities in this field. Other bodies have their own policies and objectives which must be heeded. We hope that British universities will accept that it is not easy to follow through the suggestion which a few of them made for these activities. Later on, in Chapter X, we deal with the specific organisational issue involving the work of ODM, IUC and British Council in this field. We also suggest that there may be a need for more systematic internal machinery within British institutions for managing, co-ordinating and developing their international activities if they wish, as we hope many will, to maintain and extend, wherever possible, this work.

Developmental Criteria for External Support

5.6 When the question of outside support, especially from aid-giving governments and agencies, for various of these operational activities is raised, it often becomes necessary to establish whether or not they are 'developmental' — for donors, as we have seen, often wish to lay down such a condition as a constraint on the application of any financial support they may provide. (2.12 & 2.31)

5.7 **Our view on this point is clear and we hope donors will accept it. Universities are concerned, inter alia, to produce high-level educated manpower for the community and also to act as resource centres of staff and facilities for the attempted solution of both this and the next generation of national and international problems. At this level — and we are only referring to staff and students of the highest quality — all disciplines are developmental in that they form a suitable vehicle for the training of most of the future leaders, in any walk of life, in the community.** There are always, in all countries, some people whose quality as leaders is not developed, even partly, through university study. But developing country governments above all are in little doubt, judging by their actions in supporting and expanding such university systems as they have, that their universities are, apart perhaps from their Armed Forces, their main chosen instrument for the production of their future national leaders. They also want, both from universities and other sectors of further and higher education, skilled and trained manpower in specified fields. Their 'developmental'

needs embrace both categories of output. A humanities department in a developing country university may be as worthy of external support in principle as a department of agriculture, even if some of its output of graduates is resistant to accepting teaching posts and finds difficulty in moving into appropriate initial employment. The criterion of judgement at higher academic levels is one of quality, rather than discipline, and of willingness to serve the community.

5.8 **In short we would deplore the over-rigid application by aid donors of concepts of 'relevance' or of 'developmental subjects' in selecting activities and people for external support at the highest levels of scholarship and education.** Such concepts are necessary to some extent at all levels but selection should be mainly related to particular situations and needs. These differ widely in time and place and no exclusive definitions of developmental subjects or activities can readily be adopted. Help from Britain with overseas university staffing — to the extent that it is deemed possible to give any — should we think depend more on the overseas university's own expressed needs and less on so-called 'developmental' criteria imposed from Britain. **In view of the strong local and internal pressures towards 'relevance' and localisation bearing upon them, overseas universities can usually be left both to secure an appropriate subject balance among expatriate staff and to localise posts as soon as possible without further outside exhortation to the same effect.**

5.9 The various university activities set out in paragraph 5.1 are dealt with separately in Chapters VI to IX, except for item (xi) about Paid Educational Services which has already been covered (3.16 — 3.18).

VI OVERSEAS STUDENTS

6.1 Evidence from overseas strongly suggests that among British institutions, British universities are particularly highly respected in developing countries overseas to-day for the quality of their staff and the academic standards they maintain. Indeed, much of the pressure from students from developing countries to enter British institutions of higher education derives from this fact. The Working Group considers that one of the best and most economical ways for Britain to co-operate effectively with developing countries is to help them to train and educate their own nationals, both in their own countries or regions and also, as necessary, in the UK. To the extent that such training equips the recipients as trainers and educators, an additional beneficial multiplier effect throughout developing country communities is achieved.

6.2 We have already noted that in most developing countries there are now well-established universities covering a wide range of disciplines; universities which in many cases are well able, at least at the undergraduate level, to meet the educational needs of their own nationals. However, we recognise that postgraduate training in universities in developed countries is still extremely important for graduates from developing countries preparing both for academic careers in their own countries where a higher degree may be regarded as a basic requirement, and for many other careers where postgraduate training in a specialised field may be desirable.

6.3 We believe that it should be considered the normal procedure for a student to follow an undergraduate course in his own country, and that the UK universities in allocating places to overseas students should give priority to applicants at the postgraduate level. At the same time we appreciate that there can be no rigid rule and that some exceptions must be made for various reasons.

6.4 The question of acceptance of overseas students generally, and of the size and source of tuition fees for overseas students in British institutions, is one that we are not required to concern ourselves with in any depth. Other bodies are already considering these matters and important new decisions on standard fee levels have recently been taken. We would however endorse the view that it is of great value, both in terms of British educational objectives and those of overseas relations (political, cultural and commercial) for suitable students from overseas backgrounds to receive higher education alongside British students in British institutions of higher education and we hope that substantial Government support will continue to be available for selected overseas students.

6.5 Within the Working Group's terms of reference we are concerned only with those overseas students in British universities who are there with a clear intention subsequently of returning to their own developing countries or at least of working on their problems. But these are, with Commonwealth Scholars (see 2.11) the most important category of overseas students. We would regard it as both necessary and right for special consideration to be given to qualified overseas students clearly falling within this returning category both in terms of admission to suitable courses not available in their own countries and for support from public funds. At postgraduate level preferential arrangements of this sort should be applied particularly to those seeking to come to Britain for a part only of their higher degree studies, the main part of which was being followed in their own countries as recommended in the IUC's Report on the 'Overseas Postgraduate' in 1972.

6.6 The overseas students in the UK universities and polytechnics can be considered in two categories (i) those from developing countries and (ii) those from elsewhere. Figures for 1974/75, the latest figures available, suggest that overseas students from developing countries in the UK universities numbered about 20,000 of which 8,000 were undergraduates and 12,000 postgraduates. During the same period students from developing countries in the UK polytechnics numbered about 7,000, 6,200 of which were following advanced courses. In addition there were large numbers of students from developing countries in other further education establishments. Unfortunately there are no figures available to indicate how many of these students from developing countries returned home or settled in the UK after the completion of their studies. For specific schemes, such as the Commonwealth Scholarship and Fellowship Plan (under which the award holder undertakes to return home) and IUC training awards, there is, however, a clearer record of the movement of award holders completing their studies.

6.7 At present there is little firm information about the sources of finance of the various categories of overseas students. It is estimated that within the universities fewer than one-third of the students from developing countries receive personal financial support and payment of fees from grants given directly by the UK or indirectly (or in part) from UK public funds; approximately one-third receive personal grants from their own governments and a further third are supported by personal or family savings. From the overseas development standpoint the most significant categories are normally those receiving support from their own governments or from UK public funds under various schemes of support.

6.8 All overseas students bringing standard tuition fees into British universities and polytechnics, from whatever source, benefit from the substantial subsidy provided from public funds represented by the difference between these tuition fees and full unit costs (i.e. all expenditure spread among all students). On the other hand, money remitted from overseas to Britain on their behalf is of benefit to the British balance of payments and there are many other wholly unquantifiable benefits to Britain which, as we have seen earlier, accrue from their presence in Britain for a vital part of their education. No authoritative balance sheet is possible.

6.9 **For our part, we would accept and endorse the conclusion of the Committee of Vice-Chancellors and UGC's Joint Working Party of June 1976 that at the level of fees therein proposed some regulatory mechanism should exist to control the British public expenditure on full-time overseas students generally and that this would best be done by agreement between the UGC and each university on an appropriate limitation on numbers of overseas students. Within any such limitations we would like to see priority given where possible to those referred to in 6.5 above.**

6.10 In relation to the courses to be followed by such overseas postgraduate students we believe that the British universities should take active steps, if possible in conjunction with the students' own overseas university authorities, to ensure that the training they receive in this country is appropriate (see 'The Overseas Postgraduate': Report of a Working Party of the Inter-University Council 1972). **There is a need for greater co-operation between overseas institutions and those in Britain over the selection of the field of research or the course to be followed by overseas postgraduates so that where possible the work undertaken relates to the needs of the overseas country.**

6.11 Overseas students often have to expend considerable effort in becoming established in Britain and in particular, in securing suitable accommodation. In some university towns the shortage of residential accommodation, especially for married students, is an important factor which has already led to limitations in the numbers of overseas students admitted. These limitations are likely to increase unless additional funds are provided for new residential accommodation. Since 1961 the British Council on behalf of the British Government has been administering an imaginative housing programme for overseas students known as the Overseas Students Welfare Expansion Programme (OSWEP). The programme provides grants to organisations willing to undertake the establishment of new hostels and other accommodation or the extension of existing hostels where overseas students may live and mix with British students, and which the organisation will continue to maintain and run for an agreed period of years. Financial assistance towards the capital cost of the project may be made available, up to a maximum not normally exceeding £1,500 for each additional place provided, or 75% of the net capital cost, whichever is the less. The net capital cost is the cost of the project less any local authority grants. Despite the enormous contribution this programme has made, there is a continuing problem, particularly in some areas where local funds are not available. **We would wish to see this programme continued and expanded as far as possible. Housing difficulties of all sorts represent a very powerful impediment to the proper interchange of students and staff between universities.**

VII LINKS, STAFF TRAINING, SPECIAL COURSES AND CONFERENCES

7.1 In the last chapter we looked at some general points concerning overseas students from developing countries seeking places in British universities and other institutions of higher education, with particular reference to standard courses. In this chapter we go on to consider the special additional training which is provided by the UK and to emphasise the importance of links not only in relation to such training but also in relation to a number of other activities which, if not necessarily dependent on the existence of formal links with corresponding departments or institutions overseas, is greatly facilitated by them.

Links

7.2 Much of the co-operative activity which we referred to in paragraph 5.1 has been brought about as a result of inter-departmental link arrangements between an overseas department and one (or more) in the UK in the same field of university teaching and/or research. A link should have an objective, a degree of coherence based on the mutual interests of the departments concerned and should be sustained for a reasonable period. The promotion of such academic links is generally considered one of the best means of developing the co-operation and international understanding which will be so important in the future and it is therefore hoped that British departments will be encouraged to play a part in this international activity. Apart from the local training aspect, satisfactory links lead to the development of common interests, both in research and teaching; and to the identification of staff members in home universities able and willing to join the academic staff of the overseas university concerned for longer or shorter periods of time and to participate fully in the whole range of teaching and research activities carried on there. They do however need to be devised and managed with considerable skill and experience if they are to be successful. (See the British Council's 'Survey of Academic Links' (1974), and 'Co-operation Through Links', the report of an IUC Working Party (1975)).

7.3 The nature and value of academic links in fostering both international and inter-university co-operation, and the best means of mounting and supporting them, are thoroughly examined and set out in the IUC Working Party's report and we need do no more in this report than endorse what is said there. Links are delicate mechanisms, with two-way traffic and a variety of different elements incorporated in them. They require careful — though not too much — outside attention if they are to remain effective and satisfactory to all concerned in them. Individual successful links involving various forms of co-operation in teaching, joint research, staff development and internal academic refreshment between the institutions and departments concerned characterise all that is best in inter-university relations generally. Without them the benefits of true international co-operation in this field are difficult to obtain and programmes of external aid lose much of their potential force.

Training through Special Courses

7.4 At undergraduate level, more and more universities overseas are reviewing the structure and orientation of their full-time courses in order that they may produce the people needed to meet the specific manpower needs of their country. This is not easy to achieve within the undergraduate pass-degree course which is the standard undergraduate offering in most developing countries. More highly specialised people, at the postgradute and post-experience level, are needed, in limited numbers, under staff development plans for university posts, and equally importantly, for posts outside the universities. Local nationals trained as agriculturists, geologists, medical specialists, engineers and other technologists and as specialist administrators are needed to develop the countries' natural resources and satisfy their growing expectation in many areas of national activity including rural development. The expertise to provide this sort of advanced training is not generally available in developing countries, but exists in Britain and is much sought after by overseas graduates.

7.5 We have already indicated in 5.1 (ii) that one of the ways in which university interests in the developing world can show themselves directly within a British university is by the provision of courses

specially designed for members of staff of various institutions, either wholly from developing countries or from both home and overseas. Many such courses of varying duration have already been arranged by British universities directly in response to overseas needs, the majority of which are held in the UK with students drawn from several countries. The British Council also itself organises certain courses in the UK with the help of university staff. These courses are self-supporting and distinct from standard university award courses for which normal overseas student fees are applicable, even if all the students are from overseas and the course is aimed at overseas rather than home students. In the case of some 35 of these special courses the cost, to a greater or lesser extent depending on the type of course, is met by ODM under Regional Technical Co-operation Training Programme funds. We understand that the arrangements made with a university by sponsoring bodies, for the payment of the university's costs of mounting such special courses often involve the determination of a course fee per sponsored student with or without a guarantee covering specific numbers of students. We believe that in many instances this is cumbersome and an unsatisfactory method of proceeding and hope that outside bodies, including ODM, will consider wherever possible the adoption of the alternative and more straightforward arrangement whereby direct payments are made to universities for mounting such courses based on agreed actual costs plus a percentage overhead element.

7.6 An alternative to the mounting of special courses in the UK is for academic staff from the UK to form a small team which effectively becomes part of the teaching complement of an overseas university or research institute or other similar institution to provide a particular short course, or to participate in an ongoing course. Whereas the British universities have been participating on a large scale in summer schools and other courses put on by overseas institutions, the number of exported courses is at present relatively small. There would appear to be considerable potential in this field, both under aid and under contract arrangements. There are already examples of special courses being mounted in various parts of the world, courses designed to meet the particular needs of individual bodies. In this field the aim is to provide an expanding service, available to overseas governments, international agencies and other organisations which in many cases will be undertaken in collaboration with local universities or training institutions which would in due time assume full responsibility for the course. **We believe that such exported courses are of great value and should be encouraged, particularly when organised and largely staffed by overseas institutions.**

7.7 The mounting of special courses in the UK is usually costly and the fees charged tend to be much higher than the fees charged for standard courses. A growing number of overseas participants are sponsored by their own employers and governments but the majority received British Government assistance in the form of Technical Co-operation Training awards, British Council awards, awards under the Commonwealth Scholarship and Fellowship Plan or IUC training awards. Other limited assistance —covering tuition fees only —has been available under the ODM's Overseas Students Fees Award Scheme (OSFAS) which in 1977/8 will be replaced by a new Fee Support Scheme.

Local Staff Development

7.8 In addition to the training provided by means of special taught courses, the British universities have for many years contributed to local staff development programmes by responding to requests from overseas, and receiving into their institutions, for varying periods of time, staff from overseas in order that they may benefit from a period of specialised training or work in the UK which is related to their current or prospective work overseas. The IUC operates a comprehensive system of administrative —and some academic — staff awards, university technician training and librarian training in respect of staff of its overseas associated universities.

7.9 The principal UK agency concerned with selection and financing of junior and middle-level academic staff from overseas universities in developing countries in the Commonwealth for a period of training in the UK is the Commonwealth Scholarship Commission (CSC) for which the secretariat is provided by the Association of Commonwealth Universities (ACU). As part of a wider system of Commonwealth Scholarships and Fellowships (see 2.10 and 5.3), it operates a programme of work-related Commonwealth Academic Staff Scholarships and Fellowships and of corresponding medical awards. Although this activity is no less close to the central purposes of the IUC, the servicing of it by the CSC may be

seen as a logical extension of the latter's more general activity of providing scholarships for graduates of high ability many of whom, it was soon discovered, entered or continued with a career in university teaching.

7.10 These work-related awards complement those available from the IUC, which assists the CSC in the selection of Academic Staff award holders. The terms provide for the CSC to meet the cost of the passages for the scholar or fellow, all tuition fees, a living allowance and family allowance if the award holder is accompanied by his family and certain other incidental expenses. The British Council is responsible for the travel payments and welfare of all award holders coming to the UK. The ODM vote bears the cost of Britain's participation as far as the developing country element is concerned.

7.11 Under specific links supported by the IUC, staff training opportunities parallel to the Commonwealth Academic Staff awards may be provided. The IUC also provides Senior IUC Fellowships and Staff Development Awards for academic staff from overseas coming to UK for less than one year, and helps to stimulate and support the creation overseas of local training opportunities, often on a collaborative basis between universities, designed to serve the same broad objectives. Under this programme experienced individuals from UK join local institutional staff on special staff training courses overseas (eg. in university administration). The IUC also makes grants to associated universities overseas to meet, for short periods, the local salary overseas of local supernumerary junior staff or trainee staff being tried out before proceeding overseas for higher academic training.

Other Training in the UK

7.12 In addition, awards available under the Commonwealth Education Fellowship Scheme, which is an ODM scheme administered by the British Council, enable serving teachers, college of education lecturers and others concerned with education overseas to receive further training in British education institutions. Nominations are made through the government to government channels as in the case of awards under the Technical Co-operation Training Award Scheme and the terms of support offered in both cases are similar to those under the Commonwealth Scholarship and Fellowship Plan. Other work of the British Council, at home and overseas, is of relevance to the training of academic administrative and other staff of overseas universities. Scholarships, fellowships, and bursaries awarded by the British Council are open to university staff, as to others, to come to Britain for periods of postgraduate study, research or training. Study tours are provided for groups of professional visitors from overseas who come to Britain on the recommendation of the Council's overseas representatives, normally for short periods and a Conference Fund provides financial assistance to overseas visitors wishing to attend international conferences in Britain.

Academic Conferences

7.13 We believe that it is important for the academic refreshment of all concerned with the application of university experience to problems of development that members of staff of universities in Britain and in developing countries should periodically be able to attend academic conferences in their own subject field and mingle with their colleagues from other institutions in an academic atmosphere. Conference attendance can obviously be overdone and very little of such activity is currently supported by ODM and its associated bodies. **However, we believe that for the future there is scope for a rather wider measure of outside support than at present exists for attendance at such conferences, whether they have an academic or a specifically training purpose, to supplement the funds available from participating universities both in the UK and in developing countries.**

VIII MOVEMENT OF BRITISH STAFF OVERSEAS

8.1 We now turn to the contribution to overseas development of individual staff members from British universities able and willing to proceed overseas for long or short periods of service.

Staff Under Contract With Overseas Institutions

8.2 In earlier days, British university staff were often prepared to relinquish a permanent post in the UK in order to undertake a longish period of service, or even a career overseas in developing country institutions. In the present circumstances in the UK universities and the changing pattern of need and quality of life overseas, the likelihood is that British academics will only be offered shorter contracts of 2 or 4 years and that where a person concerned already holds a UK university or equivalent post, the contract is only likely to be acceptable to him if secondment terms, carrying a right to return to his previous post can be arranged. If UK staff are to be prepared to undertake longer periods of service overseas, without secondment, they will need greater assurance then in the past about their future careers and better guarantees against premature termination of their contracts. They are substantially affected by the unstable political conditions which are often encountered in developing countries overseas. **The Working Group feels strongly that if British staff are to continue to provide such service, special attention must be given to the terms and conditions under which they proceed overseas and to the guarantees they can be given. Moreover, British universities and other institutions of higher education need to become more ready than they are to-day to regard secondment with return rights as a normal event in university staff career structures (8.19).**

8.3 **Reassurance must also be given to possible new recruits by ensuring that people who have been overseas and have returned or retired are properly and equitably treated with regard to such matters as gratuities, pension entitlement including inflation-proofing and resettlement arrangements, in so far as these lie within the power of HM Government and UK universities to arrange.**

8.4 In recent years we are glad to note a very distinct improvement in the basis of BESS salary supplementation and other conditions provided by Britain to designated people proceeding to selected posts in developing country institutions, including universities, for a contract period of a year or more. The continuous attention and review which we understand is now given to the adequacy of these terms in order to attract suitable people is to be commended, and as a Working Group we are happy to leave it to the good offices of those concerned to ensure that these terms continue to be improved as necessary and that **anomalies between BESS terms and other terms on which different Technical Co-operation and British Council posts are filled will be harmonised as soon as possible. There is not much more harmonisation to be done but there is some and the sooner it is completed the better.**

8.5 We regard the BESS arrangement, where British staff become employees of the overseas institution with local salary paid by the institution at the local rate for the post, as by far the most suitable method of establishing satisfactory working relations within the overseas institution. We would hope that it could be maintained as against the perhaps more secure, but certainly more costly to the UK, Technical Co-operation terms by which the person serving overseas remains throughout a UK official wholly paid and supported from UK public funds —and thus always liable to be viewed locally with some reserve when carrying out his duties co-operatively with local colleagues.

8.6 The conditions of employment of BESS staff overseas are often a considerable source of anxiety. The overseas institution is normally responsible for local salary and it is important that it should be paid. If housing is provided it is important that it should be of a suitable standard. Overseas governments and institutions are usually scrupulous in honouring the terms of contracts under which British academic staff have agreed to serve their institutions. They are, however, undoubtedly more ready than most UK employers to invoke termination of contract clauses for various reasons. **It seems to us to be important in principle that while staff serving as members of overseas institutions should, as far as humanly possible, be**

on all-fours as regards contract terms and conditions with local employees at the same level in the same institutions, the provision from UK sources of some reasonable degree of protection for British staff in such institutions is essential.

8.7 The Working Group would much prefer to see all British staff who, with official encouragement, agree to serve in overseas institutions, going on secondment with a clear right of return to UK employment. This, we fear, is an ideal which in practice will take a long time to attain. What is more important is that if such staff, through no serious misdemeanour of their own, do have their contracts terminated by their overseas employing government or institution, some reasonable compensation should be available from British funds in cases of hardship. The evidence before us suggests that the record of HM Government in this respect is good and that where necessary deserving cases in this field have been sympathetically and fairly treated. We have no wish to lay down rigid rules to cover a wide variety of situations, but would strongly urge those concerned to maintain the principle that even where specific contractual obligations on the part of British organisations do not exist, **people who have proceeded to higher educational posts abroad with specific encouragement and support from ODM or the relevant Government financed bodies should be sympathetically treated both by the Government and their home employing institution, if any, when difficulties not of their own making arise which could not have been foreseen when they took up the appointment.**

8.8 We are conscious that, apart from career prospects and terms and conditions of service, there are other current impediments to overseas service by British university staff. These include family and educational considerations; uncertainties arising from inflation and exchange rate fluctuations, the impact of the UK Finance Act 1974 on overseas earnings; the hazards now involved (as the result of other recent UK legislation) in recovering possession of accommodation in Britain let during a period of work abroad; and the possible implications of the new Protection of Employment Act, which seems to discourage a home university from engaging staff on a short-term basis during the absence of permanent staff members overseas and thus make its agreement to secondment harder to obtain. **The Working Group hopes that all concerned will make conscious efforts to resolve these uncertainties wherever it is possible to do so.**

8.9 Even with a reasonable basis for overseas service, the doubts expressed by many British universities about the number of their experienced staff who will come forward for overseas service, even if secondment were available to them, are probably justified. But supply in this field of recruitment has never matched the demand and probably never will in such disciplines as preclinical medicine. All we can suggest therefore is that **every effort should be made to stimulate and harness the interest of those staff members in the required disciplines —and we believe that there are many —who might respond to the challenge and appreciate the real awards, in human and academic terms, of a spell of overseas service in a developing country.**

Unsponsored Visitors and Appointees

8.10 Some British staff will proceed overseas entirely of their own volition and without return guarantees, to posts in higher education in certain developing countries with little or no official British encouragement or support. We are happy that they should do so but we cannot seek special protection for them. The circumstances call for firm contractual arrangements to be made between them and their overseas employer.

8.11 There is an additional category of staff of British universities who go overseas for varying periods to pursue their own research interests rather than specifically to meet the requirements of an overseas university. **On these we would draw attention to the need for advance clearance of the research activity proposed with the authorities of the country concerned particularly if politically sensitive issues are involved. We would also emphasise the importance and value of trying to arrange to work collaboratively with appropriate local institutions.**

Sponsored Short Term Visits

8.12 One of the most constant requirements of any university is to receive short-term academic and other expert visitors from other universities. These are clearly of particular value to new or small institutions in

developing countries, and the flow needs to continue indefinitely. Fortunately there appears to be no shortage of British staff willing to proceed abroad for short periods of time for various purposes to welcoming universities in developing countries. They provide services as teachers (both as individuals and part of a small team mounting and executing short courses overseas) and as external examiners; they take part in research or perform various consultancy and advisory services (academic and otherwise) of enormous value to the receiving institution which, whatever its financial situation is always ready to receive them as guests and provide board and lodging for them. **Their own UK institution is normally ready —and we hope will continue to be ready —to continue their salaries for short absences abroad, if properly planned in relation to their UK duties, while the sponsoring UK organisation (eg. IUC, British Council or TETOC) provides the necessary extras such as fares, out-of-pocket expenses and small cash allowances.**

8.13 Requests by institutions of higher education in developing countries overseas for short-term visists by British academics are channelled through, and administered by, the British Council, IUC and TETOC. The British Council visits usually derive from initiatives by British Council Representatives overseas, in association with overseas governments, universities and professional bodies. They generally take the form of fully-funded specialist lecturing tours, lasting from two to four weeks in any one country, and usually include lecturing and seminar teaching assignments in several different institutions: some working visits may be for up to one term in an overseas university.

8.14 The IUC also supports visits of short term duration to developing country universities for specific purposes such as external examining or academic consultancies focused on the need of a particular overseas institution and initiated by it. Particular emphasis is placed on longer short-term visits for advisory or teaching purposes. These often form the starting point for the creation of departmental links between home and overseas universities involving a range of other IUC services, personnel movements and inter-departmental co-operation generally. This can, under IUC arrangements, be administered and financed as a single linked package of services. British staff visiting overseas universities under IUC auspices do so at the specific request of the overseas university, often as a result of direct academic contacts already made, and are invariably the guests of the receiving institutions overseas for accommodation and board, which reduces the expense considerably.

8.15 During the last twenty years the Royal Society under its Overseas Visiting Professorships Scheme has sent out many distinguished scientists from Britain to play a part in scientific higher education in developing countries overseas. In recent years the IUC and the Leverhulme Trust have put funds annually at the disposal of the Royal Society in order to allow the programme to continue. Visits are usually for a minimum of 4 months' duration and preferably over a university session. The overseas university provides board and accommodation for Royal Society Visiting Fellows as for IUC visitors.

8.16 Other movements of British university staff within the Commonwealth as a whole are facilitated by the Commonwealth University Interchange Scheme, administered by the British Council, which provides a number of travel grants for staff applying to visit other countries in the Commonwealth. 73 such grants were awarded in 1974/75, 63 of them for visits between Britain and other Commonwealth countries and 10 between Australia and Canada and India. Awards are intended primarily to assist those persons who have secured financial support by salaried leave or research grants for the period of study proposed but who would be unable to spend it overseas without help towards the cost of fares. This sort of assistance is of particular value to that category of British staff proceeding overseas to pursue their own research interests but who are not considered official visitors. (8.11) Some visits by British staff eg. as external examiners are sponsored directly by the overseas universities themselves, and also by UN agencies, OECD and other international bodies.

Special Schemes

8.17 In order to stimulate the availability of key staff of high quality for service in universities (or in some cases overseas government departments and research institutes) overseas, and as a means of promoting fruitful contacts generally with its associated universities, a number of special schemes operated by the IUC have been introduced.

Home-based Post Scheme

8.18 In suitable cases arrangements are made with a UK university for the creation, in the appropriate department of that university, of a new home-based post for a period, usually of 5 years but sometimes less. The underlying agreement provides for one or more staff members of that department (who may or may not include the individual recruited by the home university to fill the home-based post) to serve overseas under IUC or ODM auspices for at least 75% of the five-year period. During the period in which no overseas service is being undertaken, the IUC is willing to meet the salary and superannuation cost of the extra post to the home university concerned. This scheme has been useful and should, we believe, continue, although it has not proved as useful as it might have done if more staff appointed to home-based posts had been given tenure posts in their UK institutions on completion of their initial appointments. Sometimes, moreover, difficulties have arisen over the unwillingness or inability of any individuals in the department concerned to fulfil the total liability for overseas service. We must leave this problem with the British universities. Many of the most successful home-based post arrangements in the past have arisen directly from the creation of effective links between home and overseas departments and where the overseas service has been undertaken by one or more of the permanent staff of the home university, thus promoting fuller inter-departmental co-operation. Unfortunately a large proportion of the people recruited to the home-based posts have themselves been required to undertake the whole of the overseas service requirement, and have tended to be at the more junior levels. This is not ideal but is perhaps largely inevitable. Again we can only look to the goodwill of universities, and particularly of departmental heads, to improve matters.

8.19 Increasingly the need overseas is for more senior and specialised posts to be filled by British staff. The introduction of the IUC's secondment grants in 1974 appears to have substantially helped to facilitate this sort of movement. Over 35 grants are now being paid in addition to some 75 home-based posts in British universities and polytechnics. Where a British university or other institution of higher education agrees to release an established member of staff to serve in an IUC-approved post overseas for two academic years or more, and to reabsorb him at the end of his contract without loss of increments or other rights, the IUC can provide the university with a sum representing 25%of the midpoint of the current university lecturer's salary scale in each year of his approved absence overseas. These grants are known as Secondment Grants, and can be made in the case of staff seconded under departmental link arrangements as well as individual secondments. **We hope that British universities and their staff will increasingly accept this scheme as one of great value both to themselves and others and that it will be adopted in due course over a wider geographical area than is now covered by the IUC.**

8.20 A different —and much less successful —form of secondment grant known as a Tenure Post Support Grant may be awarded by the IUC where a British university department whose help is sought in filling key posts overseas in IUC-associated universities is not in a position to release an existing staff member but is prepared, in anticipation of future vacancies, to recruit an extra staff member on a permanent basis (subject only to the usual probationary rules) to enable overseas secondments from departmental staff as a whole to take place. In such circumstances the IUC will pay to the university 25%of the midpoint of the current lecturer's salary scale annually over a four-year period provided that the department releases a staff member (preferably not starting with the new recruit) for service in an associated university overseas over the same aggregate period, at least one of the secondments being for a two-year period or longer. Each four-year period might be renewable where there is a continuing need and desire for co-operation. This scheme had attracted no takers so far but this unwillingness to undertake future permanent staff commitments is not surprising in view of the current uncertainty of future finance. **We suggest, however, that the scheme remains open, and express the hope that British universities may in due course come to use and value it as a means of securing available top priority staff before they can afford to meet the cost from their own budget.**

8.21 **The Technical Assistance Lectureship Scheme in Medicine** (now the Technical Co-operation (TC) Lectureship Scheme) was established in 1963 by the Ministry of Overseas Development to meet a particular need for continuing resources in tropical medicine. The Scheme is now administered by the IUC and involves support for 28 appointments at the London School of Hygiene and Tropical Medicine, the Liverpool School of Tropical Medicine and the University of Edinburgh Medical School. It sets out to provide, maintain and make available a pool of expertise in the field of tropical medicine for technical co-operation in developing countries comprising not only the TC lecturers themselves but the whole of the staff of the schools, other

members of which could be more readily released for overseas service because of the availability of the TC lecturers. In addition the increased teaching resources made available allow for a greater intake of postgraduate students at the schools for training in medical and para-medical subjects appropriate to the needs of the developing countries.

8.22 For as long as TC lecturers are working in the UK, the IUC reimburses the School concerned their full salary, together with any allowances to which they are entitled and all statutory contributions due from the employer in respect of their appointments but all overhead expenses are met by the university. IUC payments may be extended to a period of approved attachment, not exceeding one year, to an overseas government or institution if such an attachment is recommended by the School for the purpose of widening the lecturer's professional or academic experience. In such cases no overseas contribution is called for. During periods of overseas service other than those of attachment, the lecturer's salary and allowances are met by the government, institution or international body to which he is seconded, or from HMG (ODM), or in part from both sources.

8.23 This scheme is unique in providing for the employment by British universities at IUC/ODM expense of a group of staff at Lecturer and Senior Lecturer levels. There are a number of other academic areas where UK staff resources are slender or are diminishing but where, a real and continuing overseas need exists. In some cases the UK staff resources exist but are so fully occupied that staff cannot be offered for overseas assignments for any significant period. **A group of specialist supernumerary staff spread among a variety of British university departments would enable a great deal more valuable work to be done in relation to the problems of developing countries and in co-operating with their institutions. We would, therefore, strongly recommend that sympathetic consideration be given to the provision of ODM/IUC finance on a limited term basis (as for the TC lecturers in Medicine) for the creation of a small number (say 20) of special posts in British universities, outside the medical field and in equally important subject areas, to enable useful additional services of various sorts to be made available from Britain to help to solve some of the problems of developing countries.**

IX RESEARCH AND DEVELOPMENT STUDIES

9.1 Our terms of reference ask us to consider ways in which British institutions might contribute more effectively to the solution of problems of developing countries. This chapter is concerned with research. We use the work 'research' broadly, including applied research on specific problems and more widely ranging fundamental, theoretical research on which applied work depends, and including experiment and testing of solutions and observation and analysis of ongoing processes which are not directed towards previously identified 'problems'. The world needs research in this broad sense, with a strong practical emphasis. Very few of the 'problems of developing countries' are problems of those countries alone. We are confident of the power of concentrated, hard headed, imaginative, questioning and informed thinking to advance understanding and to identify and to solve problems.

9.2 Research capacity in Britain and other industralised countries is immensely greater in scale, diversity and length of experience than the present capacity in most developing countries. Overseas capacity is growing rapidly, with the expansion of higher education and the establishment of new research institutions, but the concentration of large and diverse research facilities and experience will remain in the now rich countries for a long time to come. That concentration is one reason, among others, why much of this capacity should be used to advance knowledge beyond areas of enquiry which are of primary interest to the rich industrialised countries alone. Those who decide on the directions of use of research capacity have a continuing responsibility to be aware of world conditions and problems and to consider the relation of their decisions to them. Stronger international collaboration is required in decisions on directions of research and in research work itself, going far beyond present normal international academic interchange and institutional links. A recent Cabinet Office paper* on world trends in population, resources, pollution etc also makes a strong case for international collaboration particularly in relation to the pooling of effort and expenditure to undertake necessary studies which may well be beyond the resources of any one country.

Development Studies

9.3 In almost all British universities and other institutions of education and research parts of the research and teaching programmes, especially in the social sciences, natural sciences and technology, are now devoted to developing countries and development problems. In the past ten years, several universities have formally established institutes or departments which are specifically concerned with the study of world development. These vary in scale and nature. One university mounts a full first degree programme as well as postgraduate programmes (with an annual intake of 110 students and a staff of 30 in 1976). The staff combine research and teaching with practical development work, normally overseas. This was the first undergraduate degree course in Development Studies available in Britain and both British and overseas students are involved. Other similar courses are now emerging. There are many examples in universities and polytechnics of smaller units concentrating on particular interests, mainly in research and postgraduate programmes. The ODM itself directly supports an important research and training institution outside the university network (though linked with it) in the Institute of Development Studies (IDS) at Sussex.

9.4 The effects of the establishment in a university or polytechnic of a nucleus of people directly concerned with development are not confined to their own teaching and research, nor to work on specific development problems. The presence of such a group influences work elsewhere in the same institution and outside. Their experiences and material informs, and is informed by, the work of colleagues in their own and other fields, many of whom are not concerned in any direct way at all with development or with developing countries. These groups, though small themselves, provide access to a very wide range of specialist knowledge and research capacity: they can be important agents in mobilising part of that capacity in many subjects for work that is relevant to world development.

* 'Future World Trends' (1976)

9.5 Departments or schools of development studies and other British university academic departments whose research interests come to include problems of development in their field, can, through the establishment of joint research projects with overseas institutions, achieve multiple benefits of very considerable value to all concerned. Lasting relationships on a lifelong basis are built up; wide departmental links emerge which invigorate the whole teaching and research process in both institutions, research schools and postgraduate training facilities are built up overseas and problems of development are well and truly tackled and perhaps solved. **But such joint research projects need, if these multiple benefits are to accrue, careful identification and management together with the injection of some external funds over and above the provision that can be made from the budgets of the two institutions concerned. This needs a specialised central agency with access to the necessary funds. Very little — too little in our view — of this type of activity is now carried out.** It is not easy to organise but the IUC is probably the most appropriate body to undertake the task.

9.6 The establishment and maintenance of a school or department of development studies on any serious scale involves the solution of problems which are not purely financial. If the department is to keep itself informed and sensitive to changing conditions in the long term, provision must be made for systematic renewal by members of its staff of experience overseas and of practical involvement in development work. Special arrangements of departmental establishment and staff appointments are required to enable staff in normal university appointments to combine substantial periods of work overseas with teaching and research at usual staff/student ratios in this country. Such arrangements become even more important with slower university growth and reduced intakes of new staff with recent previous experience abroad.

9.7 The right to embark on development studies is not denied to British institutions by the UGC or by their funding bodies, but in present circumstances internal pressures restrict the amount of the institution's own resources which can be made available and hinder the establishment of the special arrangements required to combine work at home and overseas. The pressures on resources arise partly at least from the view that most of these should come through supplementary support from outside agencies, particularly ODM, rather on the line of supplementary research financed by research councils on a university financed departmental base. The ODM does, of course, provide significant sums to British institutions by way of research grants for specific projects. It also maintains by direct grant certain university departments in closely related fields and as we pointed out in Chapter VII it provides help through the tuition fees paid on behalf of specific overseas students attending courses in UK institutions, whether these are on a standard fee basis or the much larger 'economic' fee paid for a number of specially arranged short courses for overseas students.

9.8 **As a Working Group we would like to see certain universities and polytechnics devoting significant efforts to the broad academic field of development studies, and such efforts being taken into account by the UGC and other funding bodies in grant allocations.**

9.9 We have noted that the establishment of a department of development studies on a long term basis requires arrangements specific to this field of study and somewhat unusual risks which are not easily contemplated by British universities in present financial circumstances. In parallel with encouragement by funding bodies for the promotion of development studies in universities and polytechnics which have themselves demonstrated a clear willingness to give reasonable internal priority to such studies, we feel that outside bodies, including the ODM, should continue and expand their present willingness to provide supplementary support through research grants, the arrangement of continuing 'programmes' of commissioned work (to reduce avoidable uncertainties and help forward planning in the agencies and the universities), and the provision of additional posts for limited periods and of travel grant money over and above that made available to individuals undertaking specific assignments.

9.10 Development studies as a subject draws on many well-established disciplines in examining the changing world and world development problems, including those of Britain: it is new mainly in the deliberate combination and focus. The promotion of such studies is one important way in which British institutions of higher education (and thus other levels and forms of education in Britain) concern themselves with the world.

Long-term Questions

9.11 In Chapter III (paragraph 3.21) we put forward long-term objectives for which capacity in British institutions should be maintained or created for the rest of this century and beyond — to provide education which develops informed awareness of the world, including its poorest countries and people, and to work on relevant research. We also pointed to the need for each institution to review how it wished to interpret tnese objectives and to incorporate them in its planning for the future, taking account of resource constraints.

9.12 Such internal reviews will need to examine the directions and subjects of research best suited to the institutions' strengths and the information required to guide research decisions. They will need also to find ways of realistically stimulating and encouraging the interests of younger academics in appropriate directions and to examine problems of career development. They must consider linkages with other institutions and agencies with similar or complementary strengths or interests as well as internal arrangements.

9.13 **Past involvement in overseas development has yielded acknowledged benefits to British institutions. In future, these benefits have to be sought much more deliberately than has been necessary in the past. They must be planned for, in the planning of the activities which are their source.**

Collaboration in research and a new initiative

9.14 In 1946 the British universities made a collective decision that a large part of their contribution 'to the solution of problems of developing countries' should take the form of help in the establishment and initial staffing of new universities in many developing countries. There followed the activities, movements of staff and students and the development of links between institutions or departments, which are familiar. These initiating activities, which were largely related to teaching, are now declining, but corresponding activities relevant to the process of continuously building up these institutions in line with their own national development continue. In recent years there has, rightly, been some emergence of collaborative research on specific projects, by institutions and scholars within already established links. But even the combination of this specific collaboration with the general worldwide collaboration among scholars in advancing knowledge in their fields of study represents only a small part of the possible contribution that might be made by British research capacity to the understanding and practical solution of development problems of the world, especially of its poorest people. The possible scope for international collaboration in research with practical emphasis on world needs is only now beginning to be recognised.

9.15 The absence of an adequate organisational framework is one of the several reasons for the present limited international research collaboration. But it is probably the most important single reason, if only because, without a framework, it is hard to explore with authority the various other difficulties in the way of collaboration and to work towards solutions. It is also hard to explore, again with authority, the possible contributions that might be made to understanding and problem-solving and to work out priorities and the nature of research required. (There are exceptions in particular disciplines, but so very many problem areas of development require combined attention from several disciplines). Moreover, the absence of organisation cannot but signal to young academics that career prospects are poor.

9.16 In the following paragraphs we suggest briefly what might be done, on three different scales, if an adequate framework for research collaboration existed and this allowed active interest to show itself in Britain and overseas. These may be seen as developments of the idea of co-operation through links (see the Report of the IUC Working Party on Co-operation through Links, 1975).

9.17 The general aim is to achieve genuine collaboration in research in problem areas which are identified and judged by all concerned to be of importance to one, or preferably several, developing countries, and to be areas in which British research capacity in various fields can contribute effectively. We suggest also that, as far as possible, the main part of the work allocated to each participating group be done in its home institution, and the research tasks should be identified and their sub-divisions specified with this in mind. The difficulties to be overcome to achieve these features and to maintain genuine collaboration in task specification, control and communication are clearly formidable. But some of the advantages are also

plain: among others, contributions to 'the solution of problems of developing countries' could be made by many British research workers, using their home facilities, in a wide range of subjects, who are not now able to make indentifiable contributions except by leaving Britain.

9.18 Much of the research now done from a British base with some reference to developing countries would be different, even on its present scale, if it had these features of collaboration in decision and in division of tasks to be undertaken mainly in the home institutions of participants.

9.19 On a larger scale and assuming an adequate organisation for initiation and control of research, with strong influence from developing countries, it is possible to envisage various kinds of programmes in which British research capacity could make significant contributions. These would develop, possibly on a much larger scale, some of the work already done in British institutions, which is prompted by informal requests from overseas or initiated by research workers in Britain in the light of their perceptions of overseas needs (in addition to research specially commissioned and work undertaken in response to requests for technical co-operation). The main differences, apart from the important one of scale, would be in organisation, continuity and wider range of work. Some programmes might consist almost entirely of work to be done in Britain (or Europe): for example ongoing studies of policies, markets or institutions, medical biochemistry, food science, energy economy. Others would require work in Britain and overseas: an important range of examples would be in monitoring the effects of the introduction of technological changes in this country on developing countries or in developing countries themselves.

9.20 In the light of what has been said we put forward for consideration a major new inititative in technical co-operation, in which part of the research capacity of British institutions would be applied in a collaborative assault on development problems of the world, with emphasis on the poorerst countries and people. We suggest that the approach should be that widely used in Research and Development (R & D) projects in other fields, which implies approximate definition of objectives and flexibility in the use of resources towards them; it requires rapid feedback between study and practice and access to a wide range of research facilities and skills. **At this stage we do no more than raise the idea — of a new intitiative in technical co-operation based on research — for consideration by universities and polytechnics.** At a later stage, consideration by HM Government and other governments would be necessary; but to reach any later stage depends first on the initiative of universities and polytechnics and their willingness to explore the idea. The problems are challenging. But for British institutions of higher education and research participation in such a programme could present opportunities to contribute to development and to benefit British education, which would be as important as the initiative in 1946 to help in the establishment and development of higher education overseas. We refer only briefly to this here. **The idea requires and deserves examination in depth. We recommend that it be explored.**

9.21 Adjustments of the present overall organisational arrangements are discussed in the next chapter. Whatever the auspices, the extension of co-operation in the directions outlined above requires the further development of networks of interested institutions including research organisations outside universities; of collective international arrangements which can be applied to work with any developing country and in which institutions of developing countries join in formulation of policies; and of collective national arrangements to facilitate co-operation and communication between British institutions and more satisfactory use of their existing resources.

PART III — ORGANISATION

X ORGANISATIONAL ISSUES

The Organisational Principle

10.1 The British universities and polytechnics are independent bodies capable of conducting most of their own collaborative relationships with outside bodies, including aid agencies and overseas universities. The need, however, often arises for help from specialist organisations in Britian capable of co-ordinating, directing, facilitating, and sometimes financing contacts.

10.2 Any arrangements for enabling or facilitating collaborative relationships between British universities and polytechnics and their overseas counterparts, whether in higher education, in scholarship, or in investigation of problems and other research activities, must be regarded as a means to the required end, which is the establishment of the desired relationship between the institutions themselves. The organisation undertaking these arrangements, whether it is a Government department such as ODM, a Government sponsored body like the British Council, a university-managed but Government financed body like the IUC, or a wholly independent body like the Association of Commonwealth Universities (ACU), must be ready to drop into the background as soon as its introductory facilitating function has been carried out. This will allow the academic collaboration, within the agreed framework, to flourish and develop its own momentum under the detached, but benevolent eye of the facilitating body. There is little doubt in the minds of the Working Group that government departments and large organisations find this secondary role, and a posture of benevolent detachment, difficult to achieve especially when any of their money is involved. On the other hand, the presence of thoughtful and well-informed British officials, eg. the staff of HM Missions and British Council representatives in the overseas location concerned, can serve a valuable purpose in supporting and monitoring what is going on at the overseas end. Neither they nor their headquarters' principals ought, however, to regard themselves in this particular work, as the conductors of the orchestra, or even as players, but only as part of the necessary backstage support.

10.3 We now consider the main bodies and agencies which seek, as part of their own functions, to harness British university and polytechnic resources in the interests of overseas development, whether or not the process involves collaborative relationships with their overseas counterparts.

Bodies without direct UK Government financial support

10.4 We have already referred (5.3) to one such organisation; the Association of Commonwealth Universities (ACU), a wholly non-Governmental and self-financing body of member universities which provides a range of services especially in the organisation of periodic conferences, information through publications and recruitment services for its members. It also provides, on repayment, the Secretariat for the Commonwealth Scholarship Commission and operates a number of other scholarship or award schemes with outside funding. Its recruitment services for Commonwealth universities seeking staff from Britain complement those of the IUC, but differ in that they tend, in practice, to serve only Commonwealth institutions in countries where British staff are not eligible for supplementation from IUC or from ODM under the BESS scheme (2.10 and footnote). We see no reason to suggest disturbing these arrangements.

10.5 The Committee of Vice-Chancellors and Principals (CVCP) is also concerned with a number of aspects of British university relations and overseas countries which need central co-ordination. These include the nomination of vice-chancellors to serve on various relevant bodies such as the Council of ACU itself or to attend conferences such as those of European Rectors and those with US University Presidents. The Committee is also active on behalf of British universities in handling a number of international issues arising in such bodies as the European Economic Commission (EEC) affecting such matters as admission requirements and the evaluation and compatibility of qualifications. We see no reason for these responsibilities to be disturbed either.

International and Overseas Bodies

10.6 International agencies, foundations and overseas governments are, as we have seen (2.29 — 2.31) important seekers after the services of British universities. UN and OECD provide a number of awards for overseas students of various sorts to come to Britain. Their awards, whether for academic study or not, are administered in the UK by the British Council. International agencies, etc also seek the services of British university and polytechnic staff to help them with projects of assistance in the solution of problems of the developing world. They have often built up their own networks of informal connections with individuals in British universities who serve as consultants in developing countries, members of expert committees and in other capacities. UN agencies and other international bodies financed multi-laterally from public funds are however under some pressure to carry out their main contacts with British universities through UK Government departments, which, in the absence of a sufficiently close working relationship with the British universities, are often unable to locate the precisely appropriate point or person in British academic life for the particular problem in hand. In this context, the ODM's position *vis à vis* UNESCO, the World Bank, FAO and the UN Development Programme is of particular importance and it may well be that useful opportunities of involving British university staff and facilities more closely in their day to day work are sometimes missed. We have already observed in 2.31 (d) that improved organisational arrangements are needed for establishing greater direct contact between such outside bodies and British universities and polytechnics and their staff. The great potential of the latter, and the best means of tapping it are too often insufficiently known internationally.

10.7 An IUC-type body is well suited to this task, which requires a small and efficient expert organisation with close and relevant contacts with British institutions at all levels but willing, indeed anxious, itself to retreat from the foreground once its catalytic role has been effected. In 1973, for example, the IUC mounted, on behalf of the World Bank, and wholly at its expense, a survey mission on Agricultural Education in South India. The IUC nominated the appropriate members of the team and provided secretariat and other supporting services. It would be happy to undertake further commissions of this sort.

10.8 A body like the IUC, however, cannot itself readily bring to the notice of international or other bodies overseas the services it can provide, without the path being smoothed for them overseas by HM Government or the British Council. **We suggest that if the present organisational pattern remains the IUC should be used widely as an intermediary between international agencies and similar bodies and British universities and polytechnics with a view to improving the useful deployment of the educational resources of the latter in support of the purposes and programmes of the former: and that the IUC's existence and availability to assist these purposes should be made better known to overseas governments and international bodies through British Missions and British Council offices in appropriate countries.**

Exchequer financed British bodies, including Government Departments

10.9 This leaves, for consideration, that area of British university activities in the field of overseas development which is sought, commissioned or facilitated by HM Government to serve its own policies, either directly or through the British Council or IUC. The ODM's Overseas Aid vote and the contribution of the Foreign and Commonwealth Office to the British Council's 'core budget', which is available for cultural co-operation, are the two prime sources of Exchequer finance provided by Parliament for this purpose. (We ignore in this context the Exchequer support reaching the universities and polytechnics as general income from the Education Departments, LEA's and UGC).

10.10 The Foreign and Commonwealth Office does not itself conduct operations directly in the field of overseas development but provides, as we have seen (2.16), part of the core budget of the British Council, some part of which is devoted to support of inter-university co-operation activities in developing countries. It also supports the overseas information work of the Central Office of Information, which, like the British Council, sponsors senior visitors from overseas to Britain concerned with studying higher education matters.

10.11 The ODM itself commissions, under the aid programme, a variety of research and consultancy services from British universities and polytechnics and deals directly with the institutions concerned over many individual recruitment matters where British university staff are required either for direct ODM

employment overseas or for government or quasi-government service overseas partly or wholly at ODM expense. It also directly commissions and provides financial support for various special training courses provided by British educational institutions for trainees from overseas who have been awarded Technical Co-operation Training Awards under government-to-government arrangements.

10.12 Where, however, ODM votes are applied specifically to the provision of assistance to overseas university institutions in developing countries or, more broadly, to the fostering of inter-university co-operation with them, they are channelled through the British Council or the IUC. Even in this field however, the ODM sometimes makes its own arrangements in the UK directly with British universities (eg. in the substantial Imperial College link with the Indian Institute of Technology in Delhi and in support given to the Asian Institute of Technology in Thailand).

10.13 In the operational field, the IUC and the British Council both draw on British university and polytechnic resources to carry out somewhat similar types of overseas activity, but with significant differences in approach and in programming methods. The IUC's geographical coverage is restricted broadly to high quality English medium universities in important ex-colonial countries. In most of these countries the British Council also carries out its own wider functions. In such cases the IUC and British Council activities are harmonised under a general concordat agreed between both bodies and ODM in 1972 and by joint consultation supplemented, as necessary, by special local agreements between the IUC and the local British Council representative.

10.14 **The present geographical and institutional division of responsibility between the two bodies is not, however, in our view satisfactory. We believe that the potential international and national benefits of inter-university and polytechnic collaboration with developing countries are not, under present arrangements, being obtained as widely or effectively as they could be, even for the same total expenditure of public funds.** We discuss the specific IUC/British Council/ODM organisational situation further in 10.22 *et seq.*

The Sense of Confusion

10.15 The above description of the complex pattern of outside channels by which British universities and polytechnics can become involved in activities related to overseas development readily explains the feelings of organisational confusion expressed by several British institutions in their replies to our Chairman's circular letter of 10 June 1975 (see Appendix II). We have already expressed (5.5) the hope that British universities and polytechnics will accept that to a considerable extent this complexity is unavoidable. It is simply the result of the multiplicity of possible sources of demand for the valuable services they can provide in the field of overseas development. Each source tends inevitably to have its own policies, procedures and peculiarities; each has its own areas of selectivity and its own terms of service for those who become involved in their projects or programmes; and almost all prefer to retain a considerable measure of responsibility and operational control over any inter-university activities for which they provide all or part of the financial lubrication needed. We do not feel, however, that the matter can be left there.

10.16 In organisational terms, there are two separate areas, one purely internal to the universities and the other external, which we felt required specific attention from the Working Group under its terms of reference (see 1.1). These were:

(i) the machinery within British institutions for managing, co-ordinating and developing their external activities in this field. This has not so far been discussed but we propose to deal with it first before pursuing the external organisational problem further.

(ii) the organisational relationship between the ODM, FCO, British Council and IUC as bodies concerned with enlisting or supporting the services of British universities and polytechnics in relation to problems of overseas development against the background set out in 10.1 to 10.14 above.

Organisational arrangements within British universities

10.17 Largely as a result of an approach made to them by the Chairman of the IUC in 1970, a number of British universities have created, under one name or another, overseas committees to facilitate and co-ordinate their activities in the overseas field. Some concern themselves with all overseas relations and with overseas student affairs within their university, while others confine themselves to a more limited field such as that with which we are concerned *vis à vis* the problems of developing countries. Some, such as the Reading University Overseas Service Committee have been extremely active in many ways. Others have, we understand, found some difficulty in finding a satisfactory continuing role. Only Reading University employs a full-time executive Secretary with academic staff status, on this work.

10.18 We are concerned, in this context, with seeking the most effective means of achieving what we feel is needed at the present time within British universities, namely

(i) a greater awareness among staff of the situation as set out in this report and elsewhere about the needs of developing countries and the various means by which British university resources can be harnessed to help to meet these needs;

(ii) a focal point to which outside agencies can come, if their own contacts within the university are inadequate, for help in discussing overseas requirements and finding the right people to carry them out;

(iii) a point of reference for staff who may wish to seek information and advice in relation to departmental or personal activities in the field of overseas development.

10.19 These functions cannot all readily be carried out by a committee. Nor is it reasonable to suppose that the Vice-Chancellor himself or other senior academics who may personally be involved in the affairs of the IUC or of any other bodies referred to earlier in this chapter can be regarded as solely responsible for these functions, on a continuous basis, either as regards their universities or their own subject areas.

10.20 We were interested to hear of the existence of one polytechnic, active in the overseas field, of an Overseas Unit with a virtually full-time Director concerned solely with harnessing the available skills and resources of the polytechnic in an overseas context, whether carried out on an aid basis (British or international), or on full repayment from the overseas recipient, or from the institution's own resources. It covers both the academic and the administrative, including financial, aspects of this work. It is not far removed from the concept of an overseas committee with a full-time Secretary, as at Reading, but it has, perhaps, a more consciously business-like approach, dealing less with ideas and policies and more with particular operational activities. The value of a full-time or virtually full-time staff member in this field, whether by origin an academic or an administrator, is that he or she is readily available to all concerned and provides a valuable repository of relevant information and a channel of contact with any or all the outside bodies concerned in securing British university or polytechnic services in the interests of overseas development.

10.21 Such a unit, however small, would not conflict with, but rather reinforce the usefulness of, an overseas committee within an institution. It might be associated with a unit concerned with outside consultancies generally. **We commend some arrangement on these lines to all British universities and polytechnics who are genuinely interested in developing further their interests in this important field. We would also think it entirely reasonable for one or more of the central British bodies concerned in this field to offer to meet part (but not, we suggest, the whole) of the cost of any necessary staff appointment.** Upon such a unit, after all, will depend a great deal of the success of their own efforts to obtain and expand the help they need from British universities and polytechnics. Both the IUC and the British Council naturally already put in a significant external effort into this process and the IUC actually provides small sums to certain universities for internal administrative services of this nature. The British Council's efforts in the field of matching overseas requirements to UK university resources are achieved mainly through its academic advisory committees and panels and through its network of regional offices. We believe, nevertheless, that improved internal mechanisms are also required within most British institutions.

The British Council, IUC and ODM

10.22 We have already indicated (10.14) our view that present organisational arrangements and divisions of responsibility between these three bodies are not entirely satisfactory; and we gathered during our deliberations a clear impression that none of the three bodies is happy with them either. Since each is financed almost entirely from Exchequer funds voted by Parliament for international aid or collaboration purposes it is clearly a matter of public concern to try to overcome the inadequacies of present arrangements. But reform is not a matter for the Government or the three bodies alone. It must be borne in mind that the British universities and polytechnics are the providers of the basic human resources and skills principally involved and represent the main institutional focus of the whole non-governmental system of international collaboration at the highest intellectual, professional and educational levels which we believe to be of such great potential importance for the future of Britain and of the developing world (3.9).

10.23 **We therefore believe it right to start exploring the possibility of improvements in the present system by considering the issue first from the point of view of the interests of the British universities themselves.**

10.24 We received an impressive resolution from the Council of the IUC (which is essentially composed of university representatives at vice-chancellor or other senior levels concerned with overseas affairs from each and every British university, together with several polytechnic directors) and from a number of other university and polytechnic bodies, all indicating their desire to have any necessary harnessing, co-ordination and lubrication of their work, in the field with which the Working Group is concerned, conducted as far as possible by a constitutionally independent body constructed and operated on IUC lines, and in particular being governed in its operational activities and programmes by the universities and polytechnics themselves.

10.25 The Overseas Service Unit of the University of Reading, whose initial interest in this field was largely responsible for the creation of the Working Group, put their views on this point as follows —

> 'As far as the work of the IUC is concerned the crucial factor is seen to be the fact that the IUC is recognised abroad as representing the British universities and polytechnics under academic control and constitutionally independent of Government policy'.

While the reference to the IUC's constitutional independence of Government policy is not entirely accurate, this quotation epitomises the view of the IUC which we believe prevails both in British and many overseas universities.

10.26 **We found no unqualified outside support for the absorption of the existing IUC operations into the present structure of the British Council; and we recommend strongly against this.** The British Council is concerned with the promotion of British interests and has grown over the years to embrace an enormously wide range of important activities; but in our view these are crucially different from — although complementary to —the higher education functions of the IUC, both in concept and in style. The IUC must be concerned with relating the international world of scholarship and science to the third world through British institutions of higher education and research. We believe the IUC functions would suffer seriously were they simply to be absorbed within the British Council as it is now organised.

10.27 We found no support among British universities and polytechnics for the view, expressed to us both by the ODM and the British Council that education at all levels in developing countries should, from the standpoint of British assistance and collaboration, be treated as a whole. Nor, apart from their sense of confusion, did they indicate support for the further ODM and British Council view that there was no point in having two bodies (IUC and British Council) in existence where one would do. We believe that in the international as in other fields, the work of universities and other bodies at the top level of intellectual and educational activity is sufficiently different from that at other levels to warrant special arrangements being made for it. Only at this level is there any real likelihood of establishing an effective international network, non-governmental in operation, of intellectual collaboration and understanding in scholarship and problem solving.

10.28 We see no point in trying to analyse in depth the precise differences between the various British Council and IUC services and programmes involving British universities and polytechnics or in the different ways in which they are devised and carried out. Some of these differences have already been referred to in Part II.

10.29 We might mention, however, that both the IUC and the British Council provide recruitment machinery, as does ODM, ACU and other bodies. IUC's recruitment services are like ACU's, not concerned to make appointments, which is wholly the responsibility of the overseas university seeking IUC or ACU help in finding suitable staff. ODM, British Council and international agencies recruit people from Britain with whom they enter into contracts to serve overseas. An ODM/British Council/IUC joint working party on recruitment in 1972 concluded that no substantial economies of manpower or improved efficiency was likely to result from centralisation in this field.

10.30 On the differences in methods we would only observe that it is obviously much easier to build worthwhile links between British universities and polytechnics and significant institutions of higher education overseas upon direct inter-institutional planning and specific financial provision such as the IUC methods permit, then upon such two-way staff movements as it may be possible to finance from wider technical co-operation and other programmes, which may be available through HM Missions and British Council representatives overseas.

10.31 While the British Council's activities in higher education are both readily supported by British university staff and warmly welcomed by overseas institutions, British universities and polytechnics do not, we believe, feel so deeply involved in the formulation of them as they do in the programmes of the IUC, nor so able to influence them in the interests of academic effectiveness. Overseas representatives of the British Council and of HM Government often have an important supplementary role to play because of their wide and up-to-date knowledge of the overseas country, but they should not initiate or control inter-university programmes as a whole although their views may well influence them. Overseas institutions regard the British Council as being much more the agent of HM Government than the IUC which, to them, is the embodiment of the British universities, albeit financed, as they are well aware, by HM Government. They appreciate that the IUC may not always be able, for a whole variety of reasons, to provide all the co-operative services which they and the IUC would wish to provide in the interests of fostering higher education overseas and inter-university co-operation. But they believe that the IUC's prime objective is to serve, as best it can, their needs and those of the international community of universities and that in this objective IUC is unique. This view is, we believe, shared to a considerable extent by many overseas governments knowledgeable about its work.

10.32 We suggest that these attitudes to the work of the British Council and the IUC should carry some weight in any decisions on organisational change. As in other spheres, the overseas confidence factor in university affairs is a powerful, if sometimes irrational, force.

10.33 This is not however to say that as a Working Group we are satisfied with the IUC as it exists and operates at present. The limitation of its geographical boundaries (Appendix III) has prevented it from having close relations with a number of developing countries whose institutions of higher education and research are of such a nature and quality as to enable them to establish deep and penetrating contacts with British universities and polytechnics. New techniques and services, as yet unpractised by the IUC, need to be devised for stimulating and developing further inter-university collaborative relationships in countries of international significance both inside and outside the IUC's present list of associated countries. It needs, for example, to put additional effort, not necessarily only financial, into —

(a) staff development programmes for improving the capability, in many different respects, of local nationals in developing countries to work effectively at a high intellectual level on solving their countries' problems, both of higher education and, more widely, those of the Government and community at large, from a local university base;

(b) creating a wider interest in overseas development problems in British universities and polytechnics and in seeking out more staff of British institutions in the required disciplines both to work for long or short periods overseas and, generally, to participate more widely in solving development problems both in UK and overseas. The IUC can easily become too close to its particular associated institutions overseas, and is liable to concentrate unduly on serving their expressed needs instead of keeping open and forever extending its lines of communication with the British universities and polytechnics from which it draws both its strength and its governing body;

(c) developing further links with those international, and particularly UN, agencies and overseas governments and organisations which are concerned, as the IUC must be, in fostering international contacts at high levels of scholarship and in facilitating the application of knowledge. It is unfortunate that the IUC has at present to confine itself within the ambit of current British aid policies, elastic though these may be in many respects.

Recommendations for a strengthened IUC

10.34 **We believe that the most satisfactory organisational arrangements, both for the efficient harnessing of the interests and resources of British universities and polytechnics and for pursuing the broad objective of improving international, but non-governmental, relationships with developing countries, would be to keep the IUC in existence much as it is to-day; but to extend selectively its geographical coverage and to reduce as far as possible other constraints on its operational freedom.**

10.35 We recognise that such moves will probably require the IUC to cease to be as completely dependent as it is now on ODM, and hence the UK overseas aid programme, for its financial resources. We see no reason however why it should not share in some of the FCO money which is currently paid solely to the British Council for developing cultural co-operation with overseas countries generally. And we have already suggested (4.19) that British universities and polytechnics should consider making what would be for them, in relation to their overall annual income, a very small monetary contribution to the IUC's budget in addition to the very large contribution in human and institutional resources that they have always been ready freely to contribute.

10.36 The opening up of IUC's potential as a specialised agency for arranging consultancy and other services for overseas governments and international bodies seeking to avail themselves of British university and polytechnic experience and skill, on a full repayment basis, represents another possible source of income for a more broadly based IUC.

10.37 What we would deplore would be any tendency on the IUC's part, if it were to become more free in these respects, to expand its currently very small and expert directing staff and elaborate its internal organisation to such an extent as to inhibit its ability or willingness to recede from the limelight once its particular role as a catalyst in inter-institutional relations had been carried out.

10.38 It is worth noting that the US Government and US universities are at present conducting, through a high level group under their joint sponsorship, a feasibility study on 'International Linkages in Higher Education' concerned with the possibility of creating in the USA a new organisation, much on IUC lines, which might be funded collectively by the US Agency for International Development (USAID), the State Department and by various foundations.

10.39 If, as we recommend, the IUC should be entrusted with a rather wider task than it has at present in relation to developing countries and their institutions, some limits must obviously be set. Decisions would be needed on the future of such a basic British Council function as the welfare of overseas students; on *ad hoc* recruitment exercises and particular technical co-operation or training activities involving British universities and polytechnics now dealt with by the British Council. There is also the question of how higher education relationships with overseas countries generally, including for example those taking place under cultural agreements between HM Government and the governments of Eastern European countries should, in so far as a central facilitating organisation is needed, be carried out in future. The Working Group suggests that many of these functions should be left where they are. Detailed demarcation lines would need to be drawn up by the three bodies concerned, with special care being taken properly to consult university opinion. **But the basic principle should, we believe, be that where the agreed objective requires the development and sustenance of a continuing relationship in depth with overseas institutions and scholars in the developing world and where it emerges after investigation that such a relationship seems possible the task should fall to the IUC rather than the British Council.**

10.40 This is not of course to say that local supporting and monitoring services of the British Council representatives will not still be required. Whatever the IUC's role, it needs British Council support overseas

and we would earnestly hope and confidently expect that if new organisational arrangements on the lines we suggest come about these particular services will not only be available but will be regarded by all concerned as an integral part of the functions of these overseas representatives. As they will have no formal responsibility for formulating or carrying out such programmes — though any views they may have on the basis of their local knowledge will always be valuable to, and should be taken seriously by, the IUC — the day to day burden of such duties should not we believe be great.

Implications and possible objections

10.41 We make no apology for taking the interests of the British universities and polytechnics as the starting point from which we reached the conclusion that the IUC should be designated as the prime national instrument for fostering international relationships at university level with the developing world. It is they, rather than HM Government or the British Council who are both the custodians and the providers of the essential resources and skills required, which are human rather than financial.

10.42 A great deal can be — and is — done in the international field by the universities to-day without any specific government money being provided to do it. Relatively small and marginal sums of money from Government can, as we have seen, have an important multiplier effect on their work in this field. Government money is therefore important but not more important than the services of British universities and polytechnics themselves. Without these, nothing can be done beyond what the 'in-house' experts among ODM and British Council staff at home and abroad can achieve. Although this is certainly effective and clearly essential in such fields as English language teaching, we would suggest that, where the alternatives exists, it is probably more expensive to provide in-house experts (and may even be less internationally productive in the long run) than to use, at marginal cost, available British university services in the relevant field.

10.43 We might mention at this point that during our discussions we felt it desirable to seek the views of the staff of the IUC on the question whether they would prefer from their own personal career standpoint to remain members of a relatively small separate body like the IUC or to be transferred into the larger and wider staff structure of the British Council. Their reply made it clear that few IUC staff would unreservedly welcome such a transfer and all were anxious lest their current terms and conditions and other interests might be adversely affected.

10.44 We recognise that from the standpoint of ODM or that of the British Council, the organisational issue may be seen somewhat differently. ODM is the Government department which supports both IUC and the British Council and moreover itself conducts a variety of activities requiring the services, in one way or another, of British institutions of higher education and their staff. It has its own in-house staff of expert educational advisers and development divisions overseas. Both ODM and the British Council treat assistance to higher education overseas, in organisational terms as but one aspect, albeit an important one, of the educational aid spectrum. From their standpoints, and perhaps that of HM Government as a whole, a continued organisational separation between the British Council and the IUC is bound to appear untidy and, at any rate at first sight, unnecessary. ODM are not, we believe, anxious themselves to undertake the administration of all educational aid activities to which they give financial support, but they would clearly be happier — and so would the British Council — if the Working Group were to recommend some form of institutional union between the IUC and British Council in spite of their large differences of objectives, style, structure and *modus operandi.*

10.45 We are conscious too that if the additional responsibilities we have suggested are entrusted to the IUC, the functions of the British Council in the educational and student welfare field, and in countries where the IUC for one reason or another continues not to operate, will continue to display a number of jagged edges. Moreover, the IUC will, under our proposals, have to continue to rely on the British Council for considerable help from its overseas representatives. It will also need to continue in close liaison with the British Council at headquarters and overseas on a wide variety of operational issues in which the distinction between the higher education and other aspects of particular activities is not clear cut. Some issues or operations will involve both higher education and other dimensions and both IUC and the British Council will need to be involved.

10.46 This being so, we recognise that when this report comes to be considered by the various interested parties, pressures for some form of institutional union between the IUC and British Council may re-emerge strongly, notwithstanding our recommendation on what we believe to be best from the standpoint of universities and polytechnics.

Pre-conditions for alternative solution

10.47 We have, therefore, against this contingency, addressed ourselves finally to the essential pre-conditions which we believe must be satisfied before any form of union between the British Council and IUC could be contemplated. If the two bodies were to be brought together without these pre-conditions being satisfied, we believe that not only would there be a serious falling off in the present volume and extent of international relationships between British institutions of higher education and research and those in a number of important developing countries, but there would also be a significant decline in the support found to be available from British universities and polytechnics for such relationships.

10.48 If some union between IUC and the British Council were to be insisted upon by HM Government, the only form which would be likely in our view to succeed in meeting the required broad national objectives effectively would be one which involved a significant restructuring of both the British Council and the IUC into a single new organisation within which all distinctive higher education work involving support from British universities and polytechnics would be separately encapsuled. At the same time the Government would have to be ready to work out with the new combined body a redefinition of their respective operational and controlling responsibilities, and a set of conventions in the higher education aid and co-operation field, which would give the combined body a significant range of additional delegated powers, and a position between the overseas departments of Government and the British universities comparable — though obviously not identical — with that occupied on the domestic front, by the University Grants Committee.

10.49 A revised British Council Charter would, we believe, be essential if restructuring on these lines were to be effective. It need not, as we see it, involve a change of the name, British Council, for the overall body but must explicitly provide for the setting up by the Governing Board of a committee for higher education co-operation which would be required, within ministerial policy, to direct the British Council's programme of educational and cultural co-operation in all parts of the world which relate to institutions of higher education and research. As a matter of nomenclature, we would urge that the continuity of the present IUC work within such a body, and the growing significance of the polytechnics in this field, should be recognised by calling it the Committee (or Council) for Inter-University and Polytechnic Co-operation and using the initials IUPC for it.

10.50 We suggest that the IUPC Committee should, under any arrangement on these lines, consist of representatives of universities and polytechnics nominated to the British Council's Board by the Committee of Vice-Chancellors and Principals and the Committee of Directors of Polytechnics with representatives of the ODM and FCO. Other departments and interested agencies might, if they wished, provide assessors. It should, at any rate initially, closely resemble the present Executive Committee of the IUC. An advisory body, comparable to the present IUC Council, containing representatives of all British universities and polytechnics might also be created to receive reports and make comments on the Committee's work once or twice a year, so as firmly to underline the direct relationship and involvement of British institutions of higher education in this work.

10.51 If it were decided by the Government after due consideration that such an organisational pattern should be adopted, we would regard it as essential for the following further pre-conditions to be set —

(i) The IUPC Committee should be given its own operational budget within the overall budget of the British Council and be allowed a wide measure of discretion over the deployment of such funds, whether they were derived from ODM specifically for the pursuit of ministerial aid policy relating to education and research at tertiary level, or from the FCO for the support of international co-operation in this area, or from elsewhere, eg. grants from British institutions or income from repayment services.

(ii) The Committee would be recognised as having an advisory role over the whole field of higher education and scholarly relations with overseas countries, not only to the Ministry of Overseas Development but also to the FCO and other Government departments including the Department of Trade and the Education Departments.

(iii) It should be enabled to collaborate directly with the University Grants Committee, the UK Committee of Vice-Chancellors and Principals, and other bodies, in relation to the most effective harnessing of British university and polytechnic resources for the purposes with which it is concerned. It should also co-operate directly with other bodies, in UK and overseas, with similar objects.

(iv) The Director-General of the reconstructed British Council should be responsible to the Committee for the work of the British Council in this field, and through the Committee would be responsible to the central governing body of the British Council for this work.

(v) The internal staffing structure would need to provide for a Deputy or Assistant Director-General, with relevant university or IUC experience, to be responsible, on a whole-time basis, to the Director-General of the British Council for that part of the Council's work which comes under the new Committee

(vi) Adjustments would clearly be needed to the current responsibilities of existing British Council Headquarters Divisions if it is efficiently to accommodate an extended sector of higher education work. These adjustments, and the detailed definition of the work itself would need to be carefully worked out and agreed between the various interested parties in some detail before the overall organisational changes could take effect. The prime objective of any new arrangements must be the most efficient conduct of the work and, to the extent that this were achieved, we believe overall staff savings would in due course be possible. It would need to be borne in mind that as universities in developing countries advance, the distinction between methods of co-operation with them on the one hand and with universities in developed countries on the other will tend to diminish.

(vii) The IUPC Committee should be free to establish sub-committees as it thought appropriate.

(viii) The staff of the IUC in post at the date of any such re-organisation should be offered transfer to the British Council on no worse terms and conditions of service than apply to them at present. They should become liable for posting to any suitable sphere of work within the British Council headquarters, but due regard should be paid to the need to preserve a strong core of IUC staff expertise and to the preferences of those concerned. The extent of their liability for service outside headquarters would need to be worked out, in advance of any union between the IUC and the British Council, and in consultation with staff representatives of both sides.

(ix) Headquarters staff dealing with higher education affairs within the revised British Council, and the participating staff of British institutions concerned, should be free to maintain direct relationships with overseas institutions, as necessary, in the interests of efficient inter-institutional co-operation. The British Council representative would however be kept informed and would play a full part in the work in an advisory, supporting and monitoring capacity.

(x) With regard to relations with ODM, the proposed new British Council, through the IUPC Committee, should wherever possible, be given wider responsibility in future for the conduct of those government supported activities involving institutions of higher education and research (such as the BESS scheme for supporting British holders of overseas university posts in developing countries and the commissioning of joint research projects in these institutions) which are now directly handled by various ODM divisions. Some redefinition of the respective functions and responsibilities of the new British Council, the ODM Education and Overseas Manpower Division and its education advisers and development divisions overseas, in relation to the support from the aid

programme for tertiary education in developing countries may also be needed. Such matters should wherever possible be worked out and agreed in advance of the operative date for the reorganisation.

Concluding observations

10.52 Paragraphs 10.16 onwards have set out, as fully as possible but without, as we see it, going into unnecessary detail, the Working Group's considered and unanimous conclusions on the organisational questions inherent in our terms of reference. We are only too well aware that they will be unlikely to correspond with what any of the principal parties concerned might have wished us to say. As stated in 1.4, the views we have expressed are those of the members of the Working Group alone. Nobody else bears any responsibility for them. Indeed it was agreed by all concerned that none of our observers should take part in the final discussions of the Working Group which led to the formulation of the concluding section of this chapter from paragraph 10.22 onwards dealing with possible future organisational arrangements between ODM, IUC and the British Council in the field covered by our terms of reference.

10.53 We cannot, however, conclude this report without referring to the benefits which we believe have already resulted from the very fact that free and frank discussion of all the important issues with which we have been concerned has taken place within the Group between its members, drawn from the world of higher education and experienced in various aspects of overseas relations in this field, and its observers drawn from all the interested Government departments and from the other bodies directly concerned. We cannot but believe that such discussions, in themselves, have already helped to develop a greater appreciation among us all of the important issues involved, and that our conclusions will help those likely to be concerned in taking final decisions on these matters to make informed as well as objective judgements.

10.54 In 1918 Lord Haldane urged on the Government, in the report of his Committee on the Machinery of Government (Cmd 9230) that, in the sphere of public policy, 'the duty of investigation and thought, as a preliminary to action, might with great advantage be more definitely recognised'. We hope that we have made at least some useful contribution to this process.

January 1977

COMPOSITION OF THE WORKING GROUP

Chairman

Sir Michael Swann FRS	Chairman of the BBC (British Broadcasting Corporation); formerly Principal and Vice-Chancellor of the University of Edinburgh

Members

Dr Colin Adamson	Rector of the Polytechnic of Central London
Professor Francis Aylward	Professor and Head of the Department of Food Science, University of Reading (retired September 1976)
Professor E K Cruickshank OBE	Dean of Postgraduate Medicine, University of Glasgow
Professor A S Mackintosh	Founding Dean of the School of Development Studies, University of East Anglia
Sir Fraser Noble MBE	Principal and Vice-Chancellor of the University of Aberdeen
Professor G D Sims OBE	Vice-Chancellor of the University of Sheffield
Professor W A C Stewart	Vice-Chancellor of the University of Keele
Dr Frank Thistlethwaite	Vice-Chancellor of the University of East Anglia

Observers

Mr E C Burr Mr J E C Thornton OBE	Ministry of Overseas Development
*Mr Michael Daly	Foreign and Commonwealth Office
Mr R P Martin	British Council
Mr D N Royce	Department of Trade
Mr W L Bell CMG MBE	Technical Education and Training Organisation for Overseas Countries
*Mr D Timms	Department of Education and Science
Mr J S McClellan	Scottish Education Department
Mr E H St G Moss	University Grants Committee
Sir Roy Marshall CBE	Committee of Vice-Chancellors and Principals

Secretariat

Mr R C Griffiths *Mr T J Wilshire Miss A C Orr	Inter-University Council for Higher Education Overseas

*** Note:** Mr Michael Daly replaced Mr T E J Mound
Mr D Timms replaced Mr R Toomey
Mr T J Wilshire replaced Mr K G Fry

LETTER FROM THE CHAIRMAN TO THE BRITISH UNIVERSITIES AND POLYTECHNICS
10 June 1975

Dear Vice-Chancellor/Principal/Director

BRITISH UNIVERSITIES AND OVERSEAS DEVELOPMENT

As you possibly know, the IUC has recently set up a Working Group under my Chairmanship with the following terms of reference:-

(a) To consider the capacity and willingness of British universities and polytechnics to contribute in various ways to the solution of problems of developing countries, including

  (i) the education, training and refreshment in Britain of students and staff

  (ii) the release of staff for service abroad for short or long periods

  (iii) the study of development problems.

(b) To examine the factors affecting this contribution and the ways and means by which it might become more effective in the changed circumstances of Britain and the world.

(c) To make recommendations.

The Group consists of a number of representatives from universities nominated by the IUC and by the Steering Group set up after the Reading Conference on British Universities and Overseas Development in July 1974, together with representatives of the Government departments concerned and other relevant bodies (the British Council, the Committee of Vice-Chancellors and Principals, the Committee of Polytechnic Directors).

The Group, at its first meeting, decided that its initial task must be to seek the general views of British university vice-chancellors and polytechnic directors — and those of their overseas committees if any — on the three basic issues underlying their task:-

(i) What they would like to be able to do in relation to overseas development

(ii) How far they are now able to do it

(iii) What is preventing universities and polytechnics from maintaining or increasing their efforts as they would wish.

In considering these questions universities and polytechnics will, we suggest, need to distinguish between:-

(i) the study by British university staff of problems of overseas development and the acquisition of British students and staff of the knowledge and skills necessary to make contributions to the solution of overseas development problems (ie. development studies),

(ii) activities designed to help overseas nationals and their own institutions, particularly universities, to become better able themselves to contribute to the solution of their own development problems (ie. development assistance).

The latter activities would include the training of overseas students in various ways in the UK, the release of UK staff for longer or shorter periods of service in overseas universities, the acceptance of overseas university staff for periods of further training or academic refreshment, and, more generally, the building of significant multi-facet links between UK and overseas university departments, based on joint research or other common interests.

In terms of overseas students in the UK, the Group proposes to direct its attention primarily to students from developing countries sponsored by their own Governments or by aid agencies, since these are presumed to be consciously selected with a view to returning to their own countries to exercise whatever special skills they have acquired in the interests broadly of their own national development. British university attitudes to other overseas students and the question of tuition fees payable by any class of students are felt to be less directly relevant to the Group's work than to that of other bodies.

The Group is conscious of a real distinction which needs to be made between the work which might be done by British universities and polytechnics on repayment for rich but still under-developed countries and that done for poorer developing countries with financial assistance from overseas aid funds. The Group would be grateful if any special factors relating to these two categories could be brought out. There may also be felt to be special reasons for concentrating what can be done with scarce resources in places with traditional or historical ties with Britain.

We are not seeking compendia of statistics or lists of current activities but are hoping to receive an indication of your attitudes combined with particular observations on aspects of this subject. Among particular questions, within the general context, on which British institutions may have views — and if they have they would be of great interest to the Working Group — are:-

(i) Do the present financial pressures on universities render it easier or harder for them to release staff for periods of service overseas or to receive visiting staff from overseas?

(ii) Are any changes taking place in the readiness of British university and polytechnic staff to serve in developing countries?

(iii) Would it be reasonable to expect special preference to be given in British institutions to the admission of overseas students sponsored by their own governments or aid/scholarship agencies as opposed to others?

(iv) Have you any views on the provision of special British university courses for particular groups of overseas students from developing countries?

(v) Would you regard it as reasonable that some activities in the field of development assistance or development studies eg. the creation of the basic capacity to operate in these fields, should be financed from university general income?

(vi) Have you any views on the various channels by which requests for particular services in this field are currently sought, or about the basis on which university services are provided?

The Working Group would be most grateful if you could let me have a reply by the end of September.

Lastly may I apologise for landing you with a difficult lot of questions at a busy time, but we really see no other way of getting at university thinking on the matter.

(Sir Michael Swann)

THE BRITISH COUNCIL AND INTER-UNIVERSITY COUNCIL FOR HIGHER EDUCATION OVERSEAS: SUMMARY OF OBJECTS AND STRUCTURE

Objects

The British Council

The British Council Charter (1940) provides for the British Council to be created ". . . for the purpose of promoting a wider knowledge of (the) United Kingdom . . . and the English language abroad and developing closer cultural relations between (the) United Kingdom and other countries for the purpose of benefiting the British Commonwealth of Nations . . ."

The Inter-University Council

The IUC Memorandum of Association (1970) states the objects for which the IUC was established as being ". . . generally to promote the advancement of higher education overseas and in furtherance of (this) primary object . . . to encourage co-operation between the universities in the United Kingdom and universtiy institutions in —

(i) Malta; East, West and Central Africa; Botswana, Lesotho and Swaziland; Mauritius; Ethiopia; Sudan; the West Indies; Guyana; Hong Kong; Malaysia; Singapore; Papua and New Guinea; and the South Pacific; and

(ii) such other countries as may from time to time be thought fit."

Governing Body

The British Council

A Board (formerly known as the Executive Committee) comprising currently some 27 members of whom 6 are nominated by various Ministers, including the Secretary of State for Foreign and Commonwealth Affairs and the Minister of Overseas Development. The remainder are appointed by the Board itself as representing various relevant interests. The Chairman is appointed by the Board subject to the approval of the Foreign and Commonwealth Secretary.

Inter-University Council

A Council of some 64 members. One member is nominated by each of the UK universities, two in the case of the University of London, and there are 15 co-opted members who are all serving or retired academics, including three polytechnic directors. The British Council and TETOC each nominate a member, the Chief Education Adviser to ODM is an ex-officio member and the Ministry of Overseas Development appoints an assessor.

Day to day management is carried out by an Executive Committee of 25 members elected by the Council from its own membership and the Chief Education Adviser to ODM is again an ex-officio member. Assessors are appointed from the Ministry of Overseas Development, the British Council, the Association of Commonwealth Universities and the Committee of Vice-Chancellors and Principals.

Staff

British Council

4,300 of whom 2,600 are overseas, 1,500 at Headquarters in London, and 200 in Area Offices in Britain.

Inter-University Council

66 all of whom are at the London office.

Budget

British Council

£62 m in 1976/77.

Inter-University Council

£2.34 m in 1976/77.

ABBREVIATIONS

ACU	Association of Commonwealth Universities
BC	British Council
BESS	British Expatriate Supplementation Scheme
CSC	Commonwealth Scholarship Commission
EEC	European Economic Community
FAO	Food and Agriculture Organisation of the United Nations
FCO	Foreign and Commonwealth Office
IDS	Institute of Development Studies
IUC	Inter-University Council for Higher Education Overseas
LEA	Local Education Authority
ODM	Ministry of Overseas Development
OECD	Organisation for Economic Co-operation and Development
OSFAS	Overseas Students Fees Award Scheme
OSWEP	Overseas Students Welfare Expansion Programme
PES	Paid Educational Services
TC	Technical Co-operation
TETOC	Technical Education and Training Organisation for Overseas Countries
UGC	University Grants Committee
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation